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REPORT

ROYAL COMMISSION ON NATIONAL DEVELOPMENT IN THE
arts, letters & sciences

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National Development in Arts,
Letters and Sciences

Report

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REPORT
OF THE ROYAL COMMISSION
ON NATIONAL DEVELOPMENT IN
THE ARTS, LETTERS AND SCIENCES

REPORT

ROYAL COMMISSION ON NATIONAL
DEVELOPMENT IN THE ARTS,
LETTERS AND SCIENCES

1949-1951



Ottawa: EDMOND CLOUTIER, C.M.G., O.A., D.S.P.,
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1951

TABLE OF CONTENTS

<i>LETTER OF TRANSMITTAL</i>	- - - - -	ix
<i>THE ORDER IN COUNCIL</i>	- - - - -	xi
<i>THE COMMISSION</i>	- - - - -	xv
<i>LETTER FROM THE PRIME MINISTER</i>	- - - - -	xxi

PART I

SECTION I: INTRODUCTORY

CHAPTER		PAGE
I	THE NATURE OF THE TASK - - - - -	3
II	THE FORCES OF GEOGRAPHY - - - - -	11

SECTION II: MASS MEDIA

INTRODUCTION TO MASS MEDIA	- - - - -	19
III	BROADCASTING:	
	RADIO BROADCASTING - - - - -	23
	TELEVISION - - - - -	42
IV	FILMS IN CANADA - - - - -	50
V	THE PRESS AND PERIODICAL LITERATURE - - - - -	60

SECTION III: "VOLUNTARY BODIES" AND "FEDERAL AGENCIES"

VI	VOLUNTARY SOCIETIES - - - - -	66
VII	GALLERIES - - - - -	77

CHAPTER	PAGE
VIII MUSEUMS - - - - -	87
IX LIBRARIES - - - - -	101
X ARCHIVES - - - - -	111
XI HISTORIC SITES AND MONUMENTS - - - - -	123
"VOLUNTARY BODIES" AND "FEDERAL AGENCIES", A POSTSCRIPT	130

SECTION IV: SCHOLARSHIP SCIENCE AND THE ARTS

XII THE UNIVERSITIES - - - - -	132
XIII NATIONAL SCHOLARSHIPS - - - - -	144
XIV THE SCHOLAR AND THE SCIENTIST - - - - -	157
XV THE ARTIST AND THE WRITER:	
INTRODUCTION - - - - -	182
MUSIC - - - - -	184
THE THEATRE - - - - -	192
BALLET - - - - -	201
PAINTING - - - - -	204
SCULPTURE - - - - -	212
ARCHITECTURE AND TOWN PLANNING - - - - -	216
LITERATURE - - - - -	222
PUBLISHING - - - - -	228
FOLKLORE - - - - -	232
HANDICRAFTS - - - - -	235
INDIAN ARTS - - - - -	239
SCHOLARSHIP, SCIENCE AND THE ARTS, A POSTSCRIPT - - - - -	244

SECTION V: CULTURAL RELATIONS ABROAD

XVI UNESCO - - - - -	246
XVII THE PROJECTION OF CANADA ABROAD - - - - -	253
CONCLUSION TO PART I - - - - -	268

PART II

CHAPTER	PAGE
INTRODUCTION - - - - -	271
XVIII BROADCASTING:	
RADIO BROADCASTING - - - - -	276
TELEVISION - - - - -	301
XIX THE NATIONAL FILM BOARD - - - - -	306
XX OTHER FEDERAL INSTITUTIONS	
THE NATIONAL GALLERY - - - - -	314
NATIONAL MUSEUMS - - - - -	319
FEDERAL LIBRARIES - - - - -	327
PUBLIC RECORDS AND ARCHIVES - - - - -	335
HISTORIC SITES AND MONUMENTS - - - - -	346
XXI AID TO UNIVERSITIES - - - - -	352
XXII NATIONAL SCHOLARSHIPS - - - - -	356
XXIII SCIENTIFIC RESEARCH UNDER THE FEDERAL GOVERN- MENT - - - - -	364
XXIV INFORMATION ABROAD - - - - -	365
XXV A COUNCIL FOR THE ARTS, LETTERS, HUMANITIES AND SOCIAL SCIENCES - - - - -	370
LETTER OF TRANSMITTAL (SIGNATURES) - - - - -	383
RESERVATIONS AND OBSERVATIONS BY MR. ARTHUR SURVEYER -	384

NOTES AND APPENDICES

NOTES TO THE CHAPTERS - - - - -	411
APPENDIX	
I BRIEFS SUBMITTED TO THE ROYAL COMMISSION - - -	423
II PUBLIC SESSIONS OF THE ROYAL COMMISSION - - -	433
III SPECIAL COMMITTEES - - - - -	434

APPENDIX	PAGE
IV SPECIAL STUDIES PREPARED AT THE REQUEST OF THE COMMISSION - - - - -	434
V A. CARNEGIE CORPORATION GRANTS TO UNIVERSITIES ETC., IN CANADA - - - - -	436
B. THE ROCKEFELLER FOUNDATION EXPENDITURES FOR WORK IN CANADA - - - - -	440
VI ASPECTS OF BROADCASTING IN CANADA, A REPORT PREPARED FOR THE COMMISSION BY CHARLES A. SIEPMANN - - - - -	443
VII LIST OF CANADIAN MUSEUMS AND ART GALLERIES - -	485
VIII ORDER IN COUNCIL ESTABLISHING THE COMMITTEE ON PUBLIC RECORDS - - - - -	491
IX RADIO AND TELEVISION BY JOHN CROSBY - - (From The New York Herald Tribune)	494
X FEDERAL GOVERNMENT EXPENDITURE ON HIGHER EDUCATION 1948-49 - - - - -	495
XI GUGGENHEIM MEMORIAL FOUNDATION FELLOWSHIPS GRANTED TO CANADIANS SINCE 1940 - - - -	497
XII THE SECRETARIAT AND FINANCES OF CERTAIN CANADIAN VOLUNTARY ORGANIZATIONS - - - - -	500
INDEX - - - - -	507

REPORT

To His Excellency the Governor General in Council,

MAY IT PLEASE YOUR EXCELLENCY,

We, the Commissioners, appointed as a Royal Commission in accordance with the terms of an Order in Council dated 8th April, 1949, to examine and to make recommendations upon certain matters related to the arts, letters and sciences in Canada:

BEG TO SUBMIT TO YOUR EXCELLENCY THE
FOLLOWING REPORT.

The Order in Council

P.C. 1786

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 8th April, 1949.

The Committee of the Privy Council have had before them a report dated 7th April, 1949, from the Right Honourable Louis S. St. Laurent, the Prime Minister, submitting:

That it is desirable that the Canadian people should know as much as possible about their country, its history and traditions; and about their national life and common achievements;

That it is in the national interest to give encouragement to institutions which express national feeling, promote common understanding and add to the variety and richness of Canadian life, rural as well as urban;

That there exist already certain Federal agencies and activities which contribute to these ends; including the Canadian Broadcasting Corporation, the National Film Board, the National Gallery, the National Museum, the Public Archives, the Library of Parliament, the National War Museum, the system of aid for research including scholarships maintained by the National Research Council and other governmental agencies; and

That it is desirable that an examination be conducted into such agencies and activities, with a view to recommending their most effective conduct in the national interest and with full respect for the constitutional jurisdiction of the provinces.

The Committee, therefore, on the recommendation of the Prime Minister advise that:

1. The Right Honourable Vincent Massey, P.C., C.H., Chancellor of the University of Toronto.
2. Arthur Surveyer, Esq., B.A.Sc., C.E., D.Engn., LL.D., Civil Engineer, Montreal.
3. Norman A. M. MacKenzie, Esq., C.M.G., K.C., LL.D., President, University of British Columbia.

4. The Most Reverend Georges-Henri Lévesque, O.P., D.Sc.Soc.,
Dean of the Faculty of Social Sciences, Laval University.
5. Miss Hilda Neatby, M.A., Ph.D., Professor of History and Acting
Head of the Department, University of Saskatchewan.

be appointed Commissioners under Part I of the Inquiries Act (Chapter 99 of the Revised Statutes of Canada, 1927) to examine and make recommendations upon:

- (a) the principles upon which the policy of Canada should be based, in the fields of radio and television broadcasting;
- (b) such agencies and activities of the government of Canada as the National Film Board, the National Gallery, the National Museum, the National War Museum, the Public Archives and the care and custody of public records, the Library of Parliament; methods by which research is aided including grants for scholarships through various Federal Government agencies; the eventual character and scope of the National Library; the scope or activities of these agencies; the manner in which they should be conducted, financed and controlled, and other matters relevant thereto;
- (c) methods by which the relations of Canada with the United Nations Educational, Scientific and Cultural Organization and with other organizations operating in this field should be conducted;
- (d) relations of the government of Canada and any of its agencies with various national voluntary bodies operating in the field with which this inquiry will be concerned.

The Committee further advise:

1. That the Commissioners be authorized to exercise all the powers conferred upon them by Section 11 of the Inquiries Act and be assisted to the fullest extent by the officials of all appropriate departments and agencies;
2. That the said Commissioners adopt such procedure and methods as they may, from time to time, deem expedient for the proper conduct of the inquiry and sit at such times and in such places in Canada as they may decide from time to time;
3. That the Commissioners submit interim reports from time to time as they see fit or as they may be directed by the Governor in Council;
4. That when, pursuant to the powers conferred by Section 11 of the Inquiries Act, the said Commissioners have authorized and deputed any qualified person as a special Commissioner to inquire into any matter within the scope of the aforesaid inquiry as may be

directed by the said Commissioners, any person so deputed, when authorized by Order in Council, shall exercise the same powers which the Commissioners have in accordance with the Inquiries Act (Chapter 99 of the Revised Statutes of Canada, 1927);

5. That the Commissioners be empowered to engage such counsel, staff and expert assistance as may be required for the proper conduct of their inquiry;
6. That the said Commissioners be directed that a record should be made of all the evidence given before them or before any special Commissioner in the course of the inquiry;
7. That the Commissioners be directed to report to the Governor in Council; and
8. That the Right Honourable Vincent Massey, P.C., C.H., be chairman of the Commission.

N. A. ROBERTSON,
Clerk of the Privy Council.

COMMISSION

appointing

The Right Honourable Vincent Massey, et al,
members of the Royal Commission on National
Development in the Arts, Letters and Sciences.

DATED 8th April, 1949.

RECORDED 13th May, 1949.

Lib. 467

Fol. 16

H. W. DOYLE

FOR DEPUTY REGISTRAR GENERAL OF
CANADA.

Refer. No. 128494

ALEXANDER OF TUNIS

CANADA

L.S.

PAUL FONTAINE

Assistant
DEPUTY MINISTER
OF JUSTICE,

CANADA.

GEORGE THE SIXTH, by the Grace of God, of Great Britain, Ireland and the British Dominions beyond the Seas, KING, Defender of the Faith.

TO ALL TO WHOM these Presents shall come or whom the same may in anywise concern,

GREETING:

WHEREAS it is desirable that the Canadian people should know as much as possible about their country, its history and traditions; and about their national life and common achievements.

AND WHEREAS it is in the national interest to give encouragement to institutions which express national feeling, promote common understanding and add to the variety and richness of Canadian life, rural as well as urban.

AND WHEREAS there exist already certain Federal agencies and activities which contribute to these ends; including the Canadian Broadcasting Corporation, the National Film Board, the National Gallery, the National Museum, the Public Archives, the Library of Parliament, the National War Museum, the system of aid for research including scholarships maintained by the National Research Council and other governmental agencies.

AND WHEREAS it is desirable that an examination be conducted into such agencies and activities, with a view to recommending their most effective conduct in the national interest and with full respect for the constitutional jurisdiction of the provinces.

AND WHEREAS it is expedient and Our Governor in Council has, by Order, P.C. 1786, of the eighth day of April, in the year of Our Lord one thousand nine hundred and forty-nine (copy of which is hereto annexed) authorized the appointment, under Part I of the Inquiries Act, Chapter 99 of the Revised Statutes of Canada, 1927, of Our Commissioners therein and hereinafter named to examine and make recommendations, without limiting the general scope of their inquiry, upon:

- (a) the principles upon which the policy of Canada should be based, in the fields of radio and television broadcasting;

- (b) such agencies and activities of the government of Canada as the National Film Board, the National Gallery, the National Museum, the National War Museum, the Public Archives and the care and custody of public records, the Library of Parliament; methods by which research is aided including grants for scholarships through various Federal Government agencies; the eventual character and scope of the National Library; the scope or activities of these agencies, the manner in which they should be conducted, financed and controlled, and other matters relevant thereto;
- (c) methods by which the relations of Canada with the United Nations Educational, Scientific and Cultural Organization and with other organizations operating in this field should be conducted;
- (d) relations of the government of Canada and any of its agencies with various national voluntary bodies operating in the field with which this inquiry will be concerned.

NOW KNOW YE that by and with the advice of Our Privy Council for Canada, We do by these Presents nominate, constitute and appoint the Right Honourable Vincent Massey, Chancellor of the University of Toronto, of Batterwood, near Port Hope, in the Province of Ontario; Arthur Surveyer, Esquire, Civil Engineer, of Montreal, in the Province of Quebec; Norman A. M. MacKenzie, Esquire, President, University of British Columbia, of Vancouver, in the Province of British Columbia; Most Reverend Georges-Henri Lévesque, Dean of the Faculty of Social Sciences, Laval University, of Quebec, in the Province of Quebec; and Miss Hilda Neatby, Professor of History and Acting Head of the Department, University of Saskatchewan, Saskatoon, in the Province of Saskatchewan, to be Our Commissioners to hold and conduct such inquiry.

TO HAVE, HOLD, EXERCISE and ENJOY the said office, place and trust unto the said Vincent Massey, Arthur Surveyer, Norman A. M. MacKenzie, Georges-Henri Lévesque and Hilda Neatby, together with the rights, powers, privileges and emoluments unto the said office, place and trust of right and by law appertaining, and as are more particularly set out in the said Order in Council, during Our pleasure.

And We do hereby authorize Our said Commissioners to have, exercise and enjoy all the powers conferred upon them by the said Inquiries Act.

And We do hereby require and direct Our said Commissioners to report to Our Governor in Council the result of their investigations, together with the evidence taken before them and any recommendations which they may see fit to make in the circumstances.

And We do further appoint the said the Right Honourable Vincent Massey to be Chairman of Our said Commission.

IN TESTIMONY WHEREOF We have caused these Our Letters to be made Patent and the Great Seal of Canada to be hereunto affixed.

WITNESS; Our Right Trusty and Well-beloved Cousin, Harold Rupert Leofric George, Viscount Alexander of Tunis, Knight of Our Most Noble Order of the Garter, Knight Grand Cross of Our Most Honourable Order of the Bath, Knight Grand Cross of Our Most Distinguished Order of Saint Michael and Saint George, Companion of Our Most Exalted Order of the Star of India, Companion of Our Distinguished Service Order, upon whom has been conferred the Decoration of the Military Cross, Field Marshal in Our Army, Governor General and Commander-in-Chief of Canada.

AT OUR GOVERNMENT HOUSE, in Our City of Ottawa, this Eighth day of April in the year of Our Lord One thousand nine hundred and forty-nine and in the Thirteenth year of Our Reign.

BY COMMAND.

(Sgd.) C. STEIN

UNDER SECRETARY OF STATE.

OFFICE OF THE PRIME MINISTER
CANADA

Ottawa, April 25, 1950

Right Honourable Vincent Massey, C.H.,
Chairman,
Royal Commission on National Development
in the Arts, Letters and Sciences,
O t t a w a.

Dear Mr. Massey:

As you know, I have been greatly impressed with the interest which the public has shown in the hearings which have been held by the Royal Commission on National Development in the Arts, Letters and Sciences and by the number and variety of representations which you have been receiving. Because of the many contacts which you and your colleagues on the Commission have had with the public throughout Canada, it occurs to me that you might be prepared to advise the Government on two other matters which are not specifically included within your terms of reference. The questions I have in mind are the following:

- (a) Methods for the purpose of making available to the people of foreign countries adequate information concerning Canada.
- (b) Measures for the preservation of historical monuments.

My colleagues and I feel that the contacts which you have already had with the public in Canada will make it possible for you to advise us on these subjects without additional public hearings which I realize would prove inconvenient for you at this late stage in your proceedings.

You may be assured that the government will be grateful for any advice or comment on the subjects I have mentioned which you and your colleagues in the Commission may be prepared to offer.

Yours sincerely,

(Sgd.) Louis S. St-Laurent.

*Populus est cœtus multitudinis rationalis rerum
quas diligit concordi communione sociatus; pro-
fecto ut videatur qualis quisque populus sit illa
sunt intuenda quæ diligit.*

ST. AUGUSTINE, *De Civitate Dei*, XIX—xxiv.

A nation is an association of reasonable beings united in a peaceful sharing of the things they cherish; therefore, to determine the quality of a nation, you must consider what those things are.

ST. AUGUSTINE, *The City of God*, XIX—xxiv.

PART I

CHAPTER I

THE NATURE OF THE TASK

THE MANDATE

OUR task has been neither modest in scope nor simple in character. The subjects with which we have dealt cover the entire field of letters, the arts and sciences within the jurisdiction of the federal state. But although numerous and varied they are all parts of one whole. Our concern throughout was with the needs and desires of the citizen in relation to science, literature, art, music, the drama, films, broadcasting. In accordance with our instructions we examined also research as related to the national welfare, and considered what the Federal Government might do in the development of the individual through scholarships and bursaries. Such an inquiry as we have been asked to make is probably unique; it is certainly unprecedented in Canada.

2. Our primary duty was precisely defined in our Terms of Reference. We were required to examine certain national institutions and functions and to make recommendations regarding their organization and the policies which should govern them. These subjects are listed in the Order in Council which established the Royal Commission. They were extended by a letter from the Prime Minister which appears with our Terms of Reference on page xxi. Our recommendations will be found in Part II of our Report.

3. This major task involved a further undertaking. The agencies and functions with which we were required to deal are only certain threads in a vast fabric. To appreciate their meaning and importance we had to view the pattern into which they are woven; to understand them we had to study their context. We found it necessary therefore to attempt a general survey of the arts, letters and sciences in Canada, to appraise present accomplishments and to forecast future progress. This stock-taking appears as Part I of our Report.

4. In the preamble to our Terms of Reference appears the following passage:

"That it is desirable that the Canadian people should know as much as possible about their country, its history and traditions; and about their national life and common achievements; that it is in the national interest to give encouragement to institutions which express national feeling, promote common understanding and add to the variety and richness of Canadian life, rural as well as urban."

There have been in the past many attempts to appraise our physical resources. Our study, however, is concerned with human assets, with what might be called in a broad sense spiritual resources, which are less tangible but whose importance needs no emphasis.

5. The introductory passage quoted above suggests two basic assumptions which underlie our task. First, it clearly implies that there are important things in the life of a nation which cannot be weighed or measured. These intangible elements are not only essential in themselves; they may serve to inspire a nation's devotion and to prompt a people's action. When Mr. Churchill in 1940 called the British people to their supreme effort, he invoked the traditions of his country, and based his appeal on the common background from which had grown the character and the way of life of his fellow countrymen. In the spiritual heritage of Great Britain was found the quickening force to meet the menacing facts of that perilous hour. Nothing could have been more "practical" than that appeal to thought and emotion. We have had examples of this truth in our own history. The vitality of life in French-speaking Canada and its effective coherence as a living community have come of a loyalty to unseen factors, above all of fidelity to an historic tradition. When the United Empire Loyalists came to British North America they were carried as communities through the years of danger and hardship by their faithful adherence to a common set of beliefs. Canada became a national entity because of certain habits of mind and convictions which its people shared and would not surrender. Our country was sustained through difficult times by the power of this spiritual legacy. It will flourish in the future in proportion as we believe in ourselves. It is the intangibles which give a nation not only its essential character but its vitality as well. What may seem unimportant or even irrelevant under the pressure of daily life may well be the thing which endures, which may give a community its power to survive.

6. But tradition is always in the making and from this fact we draw a second assumption: the innumerable institutions, movements and individuals interested in the arts, letters and sciences throughout our country are now forming the national tradition of the future. Through all the complexities and diversities of race, religion, language and geography, the forces which have made Canada a nation and which alone can keep her one are being shaped. These are not to be found in the material sphere alone. Physical links are essential to the unifying process but

true unity belongs to the realm of ideas. It is a matter for men's minds and hearts. Canadians realize this and are conscious of the importance of national tradition in the making.

7. Our task was opportune by reason of certain characteristics of modern life. One of these is the increase in leisure. The work of artists, writers and musicians is now of importance to a far larger number of people than ever before. Most persons today have more leisure than had their parents; and this development, along with compulsory education and modern communications, enables them to enjoy those things which had previously been available only to a small minority. But leisure is something more than just spare time. Its activities can often bring the inner satisfaction which is denied by dull or routine work. This lends added import to an inquiry concerned with such matters as books, pictures, plays, films and the radio.

8. At the outset of the inquiry we were asked whether it was our purpose to try to "educate" the public in literature, music and the arts in the sense of declaring what was good for them to see or hear. We answered that nothing was further from our minds than the thought of suggesting standards in taste from some cultural stratosphere. A correspondent quoted by one witness complained that he was confronted by too much "cultural tripe" on the air. If his grievance was that he had no alternative to the serious programmes he found unpalatable he was a legitimate object of sympathy. Our hope is that there will be a widening opportunity for the Canadian public to enjoy works of genuine merit in all fields, but this must be a matter of their own free choice. We believe, however, that the appetite grows by eating. The best must be made available to those who wish it. The inquiry will have served one important purpose if it contributes to this end.

9. Today governments play a part not foreseen a generation ago, in the matters which we are required to review. In most modern states there are ministries of "fine arts" or of "cultural affairs". Some measure of official responsibility in this field is now accepted in all civilized countries whatever political philosophy may prevail. In Great Britain, to avoid the danger of bureaucratic control or of political interference, semi-independent bodies, referred to later in this Report, have been set up for the promotion of the arts and letters. We have given careful consideration to this experience as it may apply to Canada.

10. In this country we have two problems. One is common to all states, the other is peculiar to ourselves. First, how can government aid be given to projects in the field of the arts and letters without stifling efforts which must spring from the desires of the people themselves? Second, how can this aid be given consistently with our federal structure and in harmony with our diversities? On these matters we have received

many and varying views. The response of the general public reflects an acceptance of the usefulness of the inquiry and the assumption underlying it, that the Federal Government has some measure of responsibility in this field.

THE QUESTION OF EDUCATION

11. There is, however, one problem which has troubled a number of those presenting briefs to us. We feel it to be of sufficient importance to warrant attention at the beginning of this Report. Although the word culture does not appear in our Terms of Reference, the public with a natural desire to express in some general way the essential character of our inquiry immediately and instinctively called us the "Culture Commission". We have listened to many interesting discussions on the significance of culture: "The greatest wealth of the nation," says a French-speaking group; of "equal importance" with bathtubs and automobiles observes a more cautious English-speaking counterpart.¹ Some witnesses have welcomed an investigation into our cultural life and its possibilities. Others, however, have shown some concern lest in occupying ourselves with our national cultures, we should encroach on the field of education obviously so closely related.

12. We feel that on the delicate and much disputed question of education there is a good deal of unnecessary confusion which can and should be cleared away. A more precise understanding of the word in its several implications may help to remove the atmosphere of tension which unnecessarily worries many serious people, including some who have presented briefs to us. "Education belongs exclusively to the provinces", say some. "But that", is the retort, "does not affect the right of the Federal Government to make such contributions to the cause of education as lie within its means." The conflict can be resolved very simply by a clarification of the issue. The whole misunderstanding arises from an imperfect grasp of the nature and the end, the kinds and the methods of education.

13. Education is the progressive development of the individual in all his faculties, physical and intellectual, aesthetic and moral. As a result of the disciplined growth of the entire personality, the educated man shows a balanced development of all his powers; he has fully realized his human possibilities. Modern society recognizes, apart from the common experience of life, two means of achieving this end: formal education in schools and universities, and general non-academic education through books, periodicals, radio, films, museums, art galleries, lectures and study groups. These are instruments of education; when, as often happens, they are used by the school, they are a part of formal education. They are, how-

ever, more generally the means by which every individual benefits outside school hours, and much more after his school days are over.

14. This point brings us to the relation of culture to education. Culture is that part of education which enriches the mind and refines the taste. It is the development of the intelligence through the arts, letters and sciences. This development, of course, occurs in formal education. It is continued and it bears fruit during adult life largely through the instruments of general education; and general or adult education we are called upon to investigate.

15. The essential distinction between formal education and general non-academic education has been reflected in submissions made to us and in our public sessions. For example, the Canadian Catholic Conference, in its brief, says:

"We feel it appropriate to observe that we could not properly deal here with the specific problems of formal education at its various levels. This is a matter which belongs entirely within the competence of the provinces. . . . It is our wish to speak in particular of this kind of education which is ordinarily referred to as 'adult education'."²

The delegation of the *Comité Permanent de la Survivance Française en Amérique* made the following further observation in giving evidence in Quebec City:

". . . The domain of formal education belongs to the provinces, but beside the domain of formal education is that of culture or general education; and this you have been instructed to review. In our view, culture should be a matter for federal and even for international interest."³

16. In a country which boasts of freedom based on law and inspired by Christian principles, it is perhaps unnecessary to say that education is not primarily a responsibility of the state at all, whether provincial or federal. Education is primarily a personal responsibility, as well as a fundamental right of the individual considered as a free and rational being. Naturally, however, the individual becomes entirely himself only as a member of society; and for his education he must depend first on his parents and then on various more or less formal social groups, including those controlled by Municipal, Provincial and Federal Governments. To maintain that education must always be primarily a personal and family responsibility is not to deny the supplementary but essential functions of these groups and their governments, nor their natural and permanent interest in the education of the individual. These functions in each country are determined by law.

17. There is no general prohibition in Canadian law against any group, governmental or voluntary, contributing to the education of the individual

in its broadest sense. Thus, the activities of the Federal Government and of other bodies in broadcasting, films, museums, libraries, research institutions and similar fields are not in conflict with any existing law. All civilized societies strive for a common good, including not only material but intellectual and moral elements. If the Federal Government is to renounce its right to associate itself with other social groups, public and private, in the general education of Canadian citizens, it denies its intellectual and moral purpose, the complete conception of the common good is lost, and Canada, as such, becomes a materialistic society.

18. In accordance with the principles just explained, we are convinced that our activities have in no way invaded the rights of the provinces but may rather have been helpful in suggesting means of co-operation. We are happy to have been confirmed in this belief by several provincial departments of education which, by presenting briefs and discussing freely with us those general aspects of education in which they and we have a common concern, have given us most valuable help and encouragement in our work.

THE CONDUCT OF THE INQUIRY

19. In the pursuance of our task we have held public hearings in sixteen cities in the ten provinces. We have travelled nearly 10,000 miles, over 1,800 of these by air. In all, the Commission has held 224 meetings, 114 of these in public session. We have received 462 briefs, in the presentation of which over 1,200 witnesses appeared before us. The briefs included submissions from 13 Federal Government institutions, 7 Provincial Governments, 87 national organizations, 262 local bodies and 35 private commercial radio stations. We were aided in our work by four advisory committees, one on scholarships and research, another on museums, a third on a national library and the public archives and a fourth on historical sites and monuments. We also commissioned a number of eminent Canadians, each an authority in his own field, to prepare critical studies on a variety of subjects to provide a background for our work.⁺ Certain of these studies have been published in a companion volume to this Report.

20. On our journey across Canada we made an effort, in so far as a heavy programme of public hearings would permit, to get in touch at first hand with activities in our field. It is useful to see things as well as to hear about them. Thus we profited from the opportunity to visit universities, local museums, provincial archives, historical monuments, local art centres, exhibitions of handicrafts, private collections of Canadian pictures; to visit broadcasting stations, privately and publicly-owned; to witness television programmes; to attend a typical showing of National

Film Board films in a prairie village, the rehearsal of an opera under the auspices of the Canadian Broadcasting Corporation, a programme of local talent at a private radio station, a performance by a Canadian ballet group, a play by a representative amateur company and concerts by two symphony orchestras. We wish that our schedule had made it possible for us to do more.

21. We should like to record our deep appreciation of the warm co-operation we received from Provincial Governments; we greatly valued their interest in our task and the collaboration and hospitality they so kindly offered us. Municipalities and universities also were our generous hosts. Through the kindness of many persons we had the advantage of meeting groups of representative citizens whose views and opinions were of the greatest use to us. We would like to record our appreciation of the frankness with which witnesses appearing before us met our requests for information. We much appreciated the friendly co-operation of the Press. The active interest of the public generally throughout the period of the inquiry encouraged us greatly and emphasized the importance of the task with which we had the honour to be entrusted.⁵

22. We have had before us a complete cross section of the Canadian population. In fact our agenda has been created by the public at large. The response to our efforts has been even greater than we had expected. The interest in our inquiry has grown as the work proceeded and this was reflected by the friendly help we received wherever we went. We were conscious of a prevailing hunger existing throughout the country for a fuller measure of what the writer, the artist and the musician could give. There appears to have been a widespread recognition of the fact that the inquiry was timely, that Canada was ripe for such a study. It was clearly realized that our economic stature and political maturity are not in themselves enough; that these must be matched by progress in another field.

23. We have been concerned with both producers and consumers, and the briefs presented have been nicely balanced between the two groups. We have been impressed throughout with the need to provide in Canada wider opportunities for our own workers in the arts, letters and sciences. In this respect we have arrears to make up. The delegations of professional groups of painters, authors, musicians, artists, architects, teachers have been fully representative of their respective fields of work, but everywhere we have sat we have heard also from the average citizen. Indeed by the briefs which have come from the three largest religious bodies in Canada, trade unions, chambers of commerce, universities, agricultural organizations, associations of women, and numerous national societies of various kinds, a large proportion of the public of Canada has been directly represented.

24. An impression has apparently been created in the minds of some observers that in the submissions from most voluntary organizations appearing before us were requests for financial aid. That was not so. With few exceptions these bodies fully realized that the Commission was not authorized by its instructions to recommend grants of public funds for such purposes. If the financial difficulties of various organizations were mentioned in their briefs, and seldom could they claim affluence, this naturally followed from an effort on their part to tell the Royal Commission about their affairs. Without a reference to finance the picture would have been incomplete. What we were impressed with was the disinterested effort which lay behind these briefs. The persons appearing asked nothing for themselves. In each case they represented a cause in which they believed and often the delegates had come to our sessions from great distances and at personal inconvenience and expense. A Nootka Indian travelled 125 miles to tell us about the vanishing art of his race and how in his view it might be saved.

25. This long and searching inquiry and the generous co-operation we have received have enabled us to see in a new perspective the various national institutions and services which we were called upon to examine. We have gained a new conception of their value in Canadian life and of their possibilities of growth and development. In Part I of this Report we describe the activities and the needs of these institutions. In Part II we offer recommendations which seem to us to arise naturally from what we have observed.

CHAPTER II

THE FORCES OF GEOGRAPHY

CANADIANS, with their customary optimism, may think that the fate of their civilization is in their own hands. So it is. But this young nation, struggling to be itself, must shape its course with an eye to three conditions so familiar that their significance can too easily be ignored. Canada has a small and scattered population in a vast area; this population is clustered along the rim of another country many times more populous and of far greater economic strength; a majority of Canadians share their mother tongue with that neighbour, which leads to peculiarly close and intimate relations. One or two of these conditions will be found in many modern countries. But Canada alone possesses all three. What is their effect, good or bad, on what we call Canadianism?

2. The vast resources of our country are obviously a material advantage although a somewhat perilous one in this age. The intangible qualities of our sprawling mass of territory also have their consequences. Canada's scattered regions are dominated by the mysterious expanses of the Canadian Shield, with the still more mysterious Arctic beyond, pressing down and hemming in the areas of civilized life. No feeling person could be unaffected by the stark beauty of our hinterland. It has moved the artist as well as the prospector. Through the painters and poets who have interpreted their country with force and originality, Canadians have a quiet pride in what even in this overcrowded twentieth century world is still "the great lone land".

3. Along with attachment to the whole of the country with its receding distances goes the sturdy self-reliance of local communities. These are separated by both geography and history. In all our travels we were impressed by differences of tradition and atmosphere in regions such as the Atlantic Provinces, the Prairies and British Columbia. The very existence of these differences contributes vastly to "the variety and richness of Canadian life" and promises a healthy resistance to the standardization which is so great a peril of modern civilization. There is nothing in this antagonistic to a Canadian spirit. On the contrary, it has been as

essential in the inspiration of artist and poet as has been the massive Canadian landscape. Canadian civilization is all the stronger for its sincere and unaffected regionalism.

4. On the other hand, the isolations of this vast country exact their price. "Art is a communication." Even in acknowledging what the artist has done to create a Canadian spirit, we are reminded that he must be able to reach his community, and that he must have some intercourse with colleagues and critics if he is to do good work. Moreover, he must have the material support which as a rule only a concentrated community can give. Canada has bound herself together with expensive links of physical communication, but these exact a tax which the artist can bear even less easily than can trade and industry. This problem was discussed before us at length especially by some representative groups on the Pacific Coast; there, as in the Maritimes, people understand the cost of isolation.

5. Even the everyday activities of civilized life suffer. In a country small in area and compact in population, national organizations of painting, letters, music, architecture, drama and of other such activities are relatively simple to create and maintain. In Canada all national gatherings for whatever purpose, are costly in time and money; yet our regionalism makes them doubly necessary. It would be easy to give many concrete instances of worthy organizations whose activities lack energy and coherence merely because they want the resources for a permanent secretary and for regular, well attended meetings. Commercial organizations realize the problem and pay the price. Voluntary societies realize the problem too, but without adequate resources they must resign themselves to a limited effectiveness.

6. This isolation imposed by the conditions of our life affects the work of government institutions also. In a country such as ours where many people are remote from the national capital and from other large centres of population, it is of obvious importance to extend to them as far as may be possible the services of the national institutions in Ottawa. This was a point freely admitted by all except a few metropolitan groups with strong urban preoccupations. Our national institutions operating on a restricted budget and preoccupied with their immediate task are sometimes in danger of confusing Canada with Ottawa. This danger, those who live at a distance and who know the need of national services, are quick to notice. "It was with considerable amusement", said a group from the Prairies, "that we read under the heading National Museum . . . that 'It is centrally located and readily reached by bus and street car' . . . We ask if we can be expected to take this statement seriously?"¹ The good-natured joke was preliminary to a helpful discussion of what such a national institution could do for the rest of Canada. The responsibility is

obvious and is fully accepted. The difficulty is a measure of the cost of our size and shape.

7. But apart from these problems of dispersal we face, for the most part without any physical barriers, a vast and wealthy country to which we are linked not only by language but by many common traditions. Language and tradition link us also with two mother countries. But from these we are geographically isolated. On this continent, as we have observed, our population stretches in a narrow and not even continuous ribbon along our frontier—fourteen millions along a five thousand mile front. In meeting influences from across the border as pervasive as they are friendly, we have not even the advantages of what soldiers call defence in depth.

8. From these influences, pervasive and friendly as they are, much that is valuable has come to us, as we shall have occasion to observe repeatedly in this chapter and indeed throughout this entire survey: gifts of money spent in Canada, grants offered to Canadians for study abroad, the free enjoyment of all the facilities of many institutions which we cannot afford, and the importation of many valuable things which we could not easily produce for ourselves. We have gained much. In this preliminary stock-taking of Canadian cultural life it may be fair to inquire whether we have gained a little too much.

9. We are thus deeply indebted to American generosity. Money has flowed across the border from such groups as the Carnegie Corporation, which has spent \$7,346,188 in Canada since 1911 and the Rockefeller Foundation, to which we are indebted for the sum of \$11,817,707 since 1914.² There are other institutions from whose operations we benefit such as the Guggenheim Foundation and the American Association for the Advancement of Science. Through their generosity countless individuals have enjoyed opportunities for creative work or for further cultivation of their particular field of study. Applied with wisdom and imagination, these gifts have helped Canadians to live their own life and to develop a better Canadianism. Libraries given to remote rural areas or to poorly endowed educational institutions are another example of the great diversity of our neighbour's broad benevolence. Many institutions in Canada essential to the equipment of a modern nation could not have been established or maintained without money provided from the United States. In addition, the scholarships and fellowships awarded to Canadian students in American universities without any discrimination, represent an impressive contribution to the advanced training of our young men and women of promise.

10. Of American institutions we make the freest use, and we are encouraged to do so by the similarities in our ways of life and by the close and friendly personal relations between scholars as individuals and

in groups. Not only American universities and graduate schools but specialized schools of all sorts (library schools, schools of art, of music and dramatics) great national institutions (libraries, museums, archives, centres of science and learning)—all are freely placed at our disposal.³ We use various American information services as if they were our own, and there are few Canadian scholars who do not belong to one or more American learned societies.

11. Finally, we benefit from vast importations of what might be familiarly called the American cultural output. We import newspapers, periodicals, books, maps and endless educational equipment. We also import artistic talent, either personally in the travelling artist or company, or on the screen, in recordings and over the air. Every Sunday, tens of thousands tacitly acknowledge their cultural indebtedness as they turn off the radio at the close of the Sunday symphony from New York and settle down to the latest American Book of the Month.

12. Granted that most of these American donations are good in themselves, it does not follow that they have always been good for Canadians. We have not much right to be proud of our record as patrons of the arts. Is it possible that, beside the munificence of a Carnegie or a Rockefeller, Canadian contributions look so small that it seems hardly worth while making them? Or have we learned, wrongly, from our neighbour an unnecessary dependence on the contributions of the rich? A similar unworthy reliance on others appears in another field. Canada sends a number of students abroad, many of them on fellowships provided by other countries; Canada offers very few of her own fellowships to non-Canadians, none at all until very recently. Perhaps we have been tempted by a too easy benevolence, but this leaves us in an undignified position, unworthy of our real power and prestige.

13. Canada has, moreover, paid a heavy price for this easy dependence on charity and especially on American charity. First, many of our best students, on completing their studies at American institutions, accept positions there and do not return. The United States wisely relaxes its rigid immigration laws for all members of "learned professions" and profits accordingly. Our neighbours, able to take their choice of the foreign students attracted to their universities by far-seeing generosity, naturally choose many Canadians, partly because they are there in such numbers, partly because they fit in more readily with American ways than do others.

14. In consideration of American generosity in educating her citizens Canada "sells down south" as many as 2,500 professional men and women in a year.⁴ Moreover, Canada by her too great dependence on American fellowships for advanced study, particularly in the humanities and social studies, has starved her own universities which lack not only money but the community of scholarship essential to the best work. "... American gen-

erosity has blinded our eyes to our own necessities. Culturally we have feasted on the bounty of our neighbours, and then we ask plaintively what is wrong with our progress in the arts." So runs a comment in the brief of the National Conference of Canadian Universities.⁵

15. This impoverishment of Canadian universities for want of effort to keep our scholars at home, brings us to the whole question of our dependence on the United States for the satisfaction of so many non-material needs. Few Canadian realize the extent of this dependence. We know that if some disaster were to cut off our ready access to our neighbours, our whole economic life would be dislocated; but do we realize our lack of self-reliance in other matters?

16. Such a catastrophe for instance would no doubt hasten the establishment of the National Library so long overdue, but without many bibliographical aids now coming to us from the United States this would be very difficult, and the library would be deprived of countless invaluable Canadian books now available only in the United States. Moreover, it would be difficult to staff it properly without the facilities for advanced library training not found in Canada. The National Conference of Canadian Universities would no doubt make hasty plans for developing and expanding the few adequate schools of graduate studies which we now possess in view of the expense of sending large numbers of students to England or France. The development of many various specialized schools in the arts would be essential. Extensive provision would have to be made also for advanced study, research, and publication in the humanities and social studies as these are now almost wholly supported by American bounty. One Canadian body in this field indeed derives its entire support from the United States.

17. In this general picture of American influence on our cultural life it is perhaps permissible to mention that it extends to an extraordinary degree into an area beyond the limits of our inquiry, but closely related to it. Teachers from English-speaking Canada who wish to improve their talents or raise their professional status almost automatically make their pilgrimage to Teachers' College at Columbia University or to one of half a dozen similar institutions. They return to occupy senior positions in elementary and high schools and to staff our normal schools and colleges of education. How many Canadians realize that over a large part of Canada the schools are accepting tacit direction from New York that they would not think of taking from Ottawa? On the quality of this direction it is not our place to pronounce, but we may make two general observations: first, Americans themselves are becoming restive under the regime; second, our use of American institutions, or our lazy, even abject, imitation of them has caused an uncritical acceptance of ideas and assumptions which are alien to our tradition. But for Ameri-

can hospitality we might, in Canada, have been led to develop educational ideas and practices more in keeping with our own way of life.

18. It may be added that we should also have been forced to produce our own educational materials—books, maps, pictures and so forth. As it is, the dependence of English-speaking Canada on the United States for these publications is excessive. In the elementary schools and high schools the actual texts may be produced in Canada, but teachers complain that far too much of the supplementary material is American with an emphasis and direction appropriate for American children but unsuitable for Canadian. As an illustration of the unsuitability of even the best American material, the statement was made in one of our briefs that out of thirty-four children in a Grade VIII class in a Canadian school, nineteen knew all about the significance of July 4 and only seven could explain that of July 1.

19. In our universities the situation is very much more serious. The comparative smallness of the Canadian university population, and the accessibility of American publishing houses with their huge markets has resulted in an almost universal dependence on the American product. It is interesting that a vigorous complaint of American text books should come from a scientist:

“Where personalities and priorities are in question, American writings are very much biased in favour of the American. This is not to suggest that the facts will be distorted, but by mentioning the American names and industries and omitting mention of any others, a very unbalanced picture can be given. To subject Canadian students year in and year out to these influences is not particularly good for the growth of a wholesome Canadianism.”⁶

20. In other fields, the complaint may be not so much one of bias as of emphasis. In history, for example, dependence on the United States for source books and text books makes it difficult for history departments to plan any courses not generally taught in American universities. Junior courses in Canadian history present particular problems because American publishers do not find an adequate market for books and maps in that field. It must be emphasized that we have benefited greatly from many American productions; but because we have left the whole field to our neighbour our own special needs are not supplied.

21. Although in French-speaking Canada the difference in language offers some measure of protection, elsewhere in Canada the uncritical use of American training institutions, and therefore of American educational philosophy and what are referred to as teaching aids, has certainly tended to make our educational systems less Canadian, less suited to our traditions, less appreciative of the resources of our two cultures. It has also meant—and this is a matter with which we have a direct concern—that a large number of our leading teachers who are not only teachers

but community leaders have received the final and often the most influential part of their training in the United States. This training may be excellent in itself, but it is surely permissible to wish that men and women who are going to exercise such a powerful influence on Canadian life should meet and work in some institution which, however international its staff may be, could put Canadian interests and problems in the first place.

22. The problem of text books just mentioned shows how American imports may harm as well as help us. But this is only part of the larger problem of vast cultural importations. Elsewhere in this Report we refer to concert tours in Canada organized beyond our borders. These are good in so far as they enable Canadians to hear artists eminent in the musical world. But, to hear the recognized artists, subscribers must also support many who are unknown and who, we are told, could not compete with Canadian talent if they were not supported by these powerful organizations. The unfortunate Canadian artist to get placed must go across the line, not the most happy solution for him or for his community.

23. Every intelligent Canadian acknowledges his debt to the United States for excellent films, radio programmes and periodicals. But the price may be excessive. Of films and radio we shall speak in more detail later, but it may be noted in passing that our national radio which carries the Sunday symphony from New York also carries the soap-opera. In the periodical press we receive indeed many admirable American journals but also a flood of others much less admirable which, as we have been clearly told, is threatening to submerge completely our national product:

"A Canadian culture with an English-French background," so runs the brief of the *Société des Écrivains Canadiens*, "will never reach the level which we desire so long as suitable measures are not taken against the invasion of the Canadian press by one of the most detestable products of the American press, so long as thousands of pages *Made in United States* are slavishly reproduced by English language papers or translated for French-speaking readers, so long as pulp magazines and other works of the same nature enter or are distributed in Canada without any restriction, as is now the case."⁷

24. The Canadian Periodical Press Association tells the same tale. Although during the last generation our periodicals have maintained and greatly strengthened their position, the competition they face has been almost overwhelming. Canadian magazines with much difficulty have achieved a circulation of nearly forty-two millions a year as against an American circulation in Canada of over eighty-six millions. "Canada . . . is the only country of any size in the world," one of their members has observed, "whose people read more foreign periodicals than they do

periodicals published in their own land, local newspapers excluded.”⁸ The Canadian periodical cannot in its turn invade the American market; for Americans, it seems, simply do not know enough about Canada to appreciate Canadian material. Our periodicals cannot hold their own except in their limited and unprotected market, nine million English-speaking readers. These must be set against the one hundred and sixty millions served by their competitors in the whole North American continent.⁹

25. The American invasion by film, radio and periodical is formidable. Much of what comes to us is good and of this we shall be speaking presently. It has, however, been represented to us that many of the radio programmes have in fact no particular application to Canada or to Canadian conditions and that some of them, including certain children’s programmes of the “crime” and “horror” type, are positively harmful. News commentaries too, and even live broadcasts from American sources, are designed for American ears and are almost certain to have an American slant and emphasis by reason of what they include or omit, as well as because of the opinions expressed. We think it permissible to record these comments on American radio since we observe that in the United States many radio programmes and American broadcasting in general have recently been severely criticized. It will, we think, be readily agreed that we in Canada should take measures to avoid in our radio, and in our television, at least those aspects of American broadcasting which have provoked in the United States the most out-spoken and the sharpest opposition.¹⁰

26. American influences on Canadian life to say the least are impressive. There should be no thought of interfering with the liberty of all Canadians to enjoy them. Cultural exchanges are excellent in themselves. They widen the choice of the consumer and provide stimulating competition for the producer. It cannot be denied, however, that a vast and disproportionate amount of material coming from a single alien source may stifle rather than stimulate our own creative effort; and, passively accepted without any standard of comparison, this may weaken critical faculties. We are now spending millions to maintain a national independence which would be nothing but an empty shell without a vigorous and distinctive cultural life. We have seen that we have its elements in our traditions and in our history; we have made important progress, often aided by American generosity. We must not be blind, however, to the very present danger of permanent dependence.

MASS MEDIA

INTRODUCTION

BEFORE proceeding to the problems of broadcasting, of moving pictures and of the other "mass media" in Canada, we think it worth while to point out that about one half of the Canadian population was born earlier than 1923 and that most of these older members of our population spent their formative years in a society where radio was unknown, where the moving picture was an exceptional curiosity rather than a national habit, and where as a consequence the cultural life of most communities centred about the church, the school, the local library and the local newspaper.

2. It is probably true, for example, that most Canadians now in their thirties or older will recall that the church organist and the church choir provided much of the music of their earlier years. More often than not the organist in English-speaking Canada was from the old country, trained in the English tradition of organ and choral music. He not infrequently was at odds with the church authorities on matters of musical taste and propriety. The great musical events of the year were usually the concerts given by the local church choirs, aided by a visiting celebrity. Although the radio has vastly increased the size of listening audiences, we must not forget that long before its day there flourished in the towns and cities of Canada a vigorous musical life, or that the musical tastes of a considerable part of our population were in large measure formed by the well-trained musicians who came to us, bringing with them a tradition of fine music. We might suggest that the work of English organists in Canada from about 1880 to 1920 would form the subject of a valuable historical and social study. The names of a few of these in Toronto and Montreal and in some other cities came to be nationally known and are still remembered; but the work of the scholarly musicians who brought to so many of our smaller towns an important part of the world's great music should not pass unrecorded.

3. Not only in music but in letters did the church make important contributions to the life of the community. The rector or the pastor of the church lectured on Dante or on Browning, on Victor Hugo or on

Lewis Carroll; he was in wide demand with his lantern slides of London or the Holy Land, and in many of the smaller places his was the only library for many miles. He produced and directed the annual sacred pageant of his Sunday School, the first intimation of the theatre to his unruly small actors, and he usually both chose and contributed the prizes of books which rewarded the less undisciplined of his young flock.

4. The School of thirty or forty years ago occupied a central place even in the larger communities which now it has perhaps retained only in our rural areas. Who could forget the weeks of preparation and the mounting excitement, reaching a climax in the school concert and the school play? The great night arrives, the curtains part—rather shakily and half an hour late—but the play with its lights and colour, its tears and laughter, its triumphs and disasters—the play is on! Or can we recall the final number of the concert with the entire school assembled on the rising tiers, charging into *The Maple Leaf*, a semi-tone too high and half a beat too soon, but with the easy skill of born musicians redressing the balance in the first few bars, to the astounded relief of the indignant conductor? But it was our play and our concert, and beyond doubt it was our audience.

5. We imagine, too, that many Canadians will remember with grateful affection the librarians of the little towns and cities where they grew up who did so much both to create and to satisfy a taste for good books. There must be many of us who came to know the pure delight of reading because of a quiet suggestion from the rather aloof and amused lady, who seemed to us of great age, hardly visible behind the piles of books. We had no comics, so went home to read *Treasure Island* or the *White Company*, or began the long series of Henty which we hoped would never run out. Nor must we forget the editor of the local paper with his strong views on politics and on cigars, who in his young days had met Mark Twain and who, long before the day of the syndicated columnist, recorded and commented upon the life of his community, respecting nothing so much as pungent English prose. He did not publish a mass medium of communication; he edited a newspaper.

6. The radio, the film, the weekly periodical have brought pleasure and instruction to remote and lonely places in this country, and undoubtedly have added greatly to the variety of our enjoyment. In the great plenty that now is ours, there is some danger that we may forget that music and drama and letters call for more than passive pleasure on our part; in this new world of television, of radio and of documentary films, it will be unfortunate if we hear no more our choir and our organist in valiant and diligent practice of the Messiah, making together a gracious music that reaches us faintly but with great sweetness across the quiet of an early winter night.

7. If we turn to the Province of Quebec in the same period toward the beginning of this century, we could write that there too were happy towns and villages which, from their own resources, produced almost everything they needed for their own amusement and instruction, apart from books and illustrated papers.

8. This was the era when the telephone was in its infancy. Our grandparents had some exciting times with these instruments experimentally built in a period when the refinements of industrial design were still far in the future. At first they hesitated to trust real human words to a machine which could hear and could speak to you without seeing you. Then, suddenly aware that by some miracle their voices could be heard even three or four miles away, they began to shout into the mouthpiece under the natural illusion that you must speak louder to be heard a long way off than if you were chatting to your neighbour over the fence.

9. The telephone was the first step; the gramophone and the radio^{*} followed closely; before that, communication was on a voluntary and personal basis; it became automatic, easy and impersonal. Culture, too, came to lean heavily on the machine.

10. In the early years of this century, we still counted for our music upon skilled or amateur performers whom we saw every day. In the little towns and villages of Quebec, music was the domain of the precentor, of the curé, of the organist, and of the wife of the doctor or the notary. The precentor, though equipped with a voice to rival in power the organ itself, was particularly good at plain-chant. The organist, though fully occupied with both hands and with both feet, was still able to maintain contact with her fast moving choir. On Sunday, the singing of the curé, endowed with a hearty farmer's voice that easily carried over two or three fields, must have echoed pleasantly through the courts of Heaven.

11. In the towns, the band of the seminary or of the college was responsible for music on special occasions, and, in that era, anniversaries rolled round often enough. The band leader used to lay aside his baton a few months before the occasion to compose a cantata or an overture in accordance with the needs of the celebration or, more likely, to suit himself. He took great care to place a solo at a suitable point in his work to be performed by the trombonist. The chosen artist would rise in his place, and gathering his resources of breath and of courage, would brandish his instrument with a gesture which alone would have brought down the walls of Jericho.

12. But in the cities, in the larger churches, one could hear music which has not yet been surpassed. The renowned organists of the time had learned the true qualities of church music in Europe, and on Sunday during the hush of the offertory they remembered in playing great pieces of classical music the fine lessons learned abroad. One might be as

brilliant on the keyboard as Liszt, another as classical and correct as Saint-Saëns.

13. This was a period, too, when there was plenty of time and plenty of quiet for reading. In the country, the parish library of three or four hundred books was quite large enough for the needs of the readers. It was generally kept on the shelves of the sacristy, and little by little over the years these harmless novels or lives of the saints, some of them filled with an astonishing erudition, took on the gentle aroma of old incense. The curé kept an eye on the library, but it was the school mistress who was usually in charge. She had never heard of the decimal system of classifying books; it would not have occurred to her that there could be so curious an expression as "library science"; but nonetheless she did her duty devotedly and with good sense. Without being at all aware of it, she was a leader in the adult education movement, and a good leader.

14. In the cities, the tall, quiet houses all sheltered fine libraries as, of course, in the country did the houses of the advocate and the notary. As late as 1900, the legal profession still preserved in the original bindings complete collections of those customary laws of France which for so long had had authority in Canada. These books, unopened for half a century, were still handed on from one generation to the next. The library of the wealthy merchant in Quebec or Montreal was rather more modern; but there could be found on the shelves handsome volumes of all our first historians, and a few diminutive books of the seventeen hundreds. Side by side with the book shelves usually stood a cupboard filled with china and family treasures, platters and silver serving-dishes with the hallmark of Laurent Amyot, or some other famous Canadian craftsman of long ago.

15. The hollow voice of a loudspeaker would have echoed strangely in these surroundings, and the clicking of a television set would have dismayed a family accustomed to look only at the family portraits with their tranquil expressions. Nowadays, opera has a rival in "soap opera", and perhaps a "pin-up girl" grins from the exact place on the wall where used to hang the portrait of a shy young woman of twenty, of whom they used to say: "*Qui est-ce? Mais vous savez bien que c'est le portrait de grand'mère.*"

CHAPTER III

BROADCASTING

RADIO BROADCASTING

THIRTY years ago, Canadians were attracted and impressed by a new device "of singular potency for entertainment, information and public persuasion".¹ For the problems of isolation which then beset many Canadians, broadcasting seemed to provide the answer. The settlers of the vast areas of the north and the west, many of whose difficulties had been resolved by the railway and the aeroplane, now saw a new means to certain non-material advantages of civilization which their predecessors could not have imagined.

2. We suppose that few Canadians were troubled by any misgivings about these advantages. A much more practical question engrossed them: how could they provide the country rapidly with radio services? Quite apart from the existence of the two main language groups, Canada's great spaces, her scattered and inaccessible settlements, could not be reached without enormous expense, and Canada was a relatively poor country, already paying heavily for other facilities essential to our national existence.

3. The easy and obvious answer soon appeared. In the United States the new industry of radio was growing phenomenally. Men of enterprise quickly mastered the early techniques and enlisted and adapted an astonishing amount and variety of talent for the new medium. Commercial returns justified their investment. Here, it seemed, was the solution to Canada's problem. With easy access to the south, American programmes could be channelled in to Canada inexpensively through stations along the border. Canadians could again feast heartily and cheaply on American bounty, this time without even an obligation to return thanks. It was then that some Canadians began to think that history was about to repeat itself in a new and alarming form.

4. The historically-minded remembered that half a century earlier, Canadians had resisted the temptation to take the cheap way from Mont-

real to Winnipeg via Chicago, and had insisted on an all-Canadian railway. This apparently impossible feat was carried through by a remarkable combination of private enterprise and of public support and control. The policy was sharply criticized both then and later, but it has since been generally accepted that Canada's complex and costly railway system is the essential material basis of national existence. Many Canadians in the 1920's, recalling these facts, began to fear that cultural annexation would follow our absorption into the American radio system just as surely as economic and even political annexation would have followed absorption into the American railway system fifty years earlier. Thoughtful people were deeply perturbed and some were aware even of a new national crisis.

5. As a result, in 1928, a Royal Commission under the Chairmanship of Sir John Aird was appointed "to examine into the broadcasting situation in the Dominion of Canada and to make recommendations to the Government as to the future administration, management, control and financing thereof".² The investigations of the Commission confirmed both the hopes and the fears which we have mentioned. The first radio broadcasting licence had been issued to the Marconi Company in 1919. By 1929, when the Aird Commission made its Report, there were sixty-two stations broadcasting to 296,926 licensed listeners. The Commission commended private enterprise for its efforts to provide entertainment to the public at no immediate cost, but deplored some of the results of this practice. Advertising was becoming increasingly strident, most of the programmes came from sources outside Canada, and broadcasting stations were concentrated in urban centres leaving other large areas unserved.

6. Not content with this partial and unsatisfactory service which drew so largely on alien sources, the Commission saw in radio a great potential instrument of general education and of national unity. "In a country of the vast geographical dimensions of Canada, broadcasting will undoubtedly become a great force in fostering a national spirit and interpreting national citizenship."³ In order to achieve these objectives the Commission recommended that a national company be founded to own and operate all radio stations situated in Canada, that private commercial stations be taken over by this company or closed down, and that eventually high power stations be established, with connecting landlines, to give adequate coverage to the whole country.

7. Following a decision of the Judicial Committee of the Privy Council which held in 1932 that the Parliament of Canada had exclusive jurisdiction over radio communication in Canada, legislation in 1932, 1936 and 1938 implemented the principal recommendations of the Aird Report. It provided for national ownership and control of stations, including con-

trol of programmes. The Canadian Broadcasting Act of 1936 is the legislative basis of the present national system. This Act established the Canadian Broadcasting Corporation to carry on a national broadcasting service within the country. The Corporation still operates with substantially unchanged composition and powers. It consists of a Board of Governors of nine members including a full-time chairman, a general manager who is the chief executive of the administrative body, and an assistant general manager. All these are appointed by the Governor in Council.

8. The duties of the Board of Governors as defined by the first Chairman of the Board in 1936 were to make it possible for every Canadian to hear the Corporation's programmes, and to provide the best programmes possible.⁴ An engineering survey conducted at this time showed an assured coverage of only about fifty per cent of the population, mostly in urban centres, and found considerable outside interference in many areas. A programme survey showed that there existed in Canada a rich variety and quantity of talent needing development and encouragement, and that there was a wealth of good programmes available from Great Britain, France, the United States and elsewhere as soon as Canada should be in a position to use them and to make return with her own programmes.

9. As a result of these surveys the Board was able to initiate long range policies which have in general been maintained. To secure national coverage Canada had to be assured of sufficient channels free from interference by stations operating outside the country. At that time there was no international agreement allocating adequate air channels to Canada. At the request of the Board of Governors the Minister of Transport took action which led ultimately to a conference at Havana late in 1937 when formal treaty arrangements were concluded between the principal North American nations. By these agreements Canada secured enough channels reasonably free from interference for the requirements of the national system. The national radio service depends on this physical basis. The C.B.C. now owns eight stations of 50 kilowatts, and a number of less powerful stations and repeater stations.⁵

10. The quality of the programmes which the Canadian listener receives must however be the test for the justification of a national system of radio. The Board of Governors of the C.B.C. decided as a matter of policy to concentrate Canadian resources on the development of programmes essentially Canadian in nature, but to seek for variety and to complement our own with the best available programmes abroad. This policy, which has in principle been maintained, is substantially what the Aird Commission recommended, except that the quantity of advertising now carried on the national networks goes much beyond what that Commission considered desirable.

11. In another important respect the recommendations of the Aird Report have not been followed. Private commercial stations continue to operate and have increased in number and in power notwithstanding the authority granted to the Board of Governors to take them over in the national interest. For some time after 1932, owners of private stations assumed that their stations would be expropriated. Experience proved, however, that these stations could perform important services as part of the national system of broadcasting. Their local advertising business, profitable to themselves, is useful to the business community; their services to the public are indisputable; and they are a possible outlet for local talent which should be developed but which may not be suitable for network broadcasting.

12. The most important function of private stations, however, is that they serve as regular or occasional outlets for national programmes, thus giving to the national system a coverage which could not otherwise be achieved except at great public expense. The relations of private stations with the C.B.C. are varied and complicated. Certain private stations, in areas where the C.B.C. has little or no other coverage, are Basic Stations with a right to all programmes, both sustaining and commercial; and these stations are required to reserve certain broadcasting periods for sustaining programmes. Supplementary A stations are entitled to broadcast all sustaining programmes of the national service, but are not required to carry so many sustaining programmes as the Basic Stations; these stations may be used for C.B.C. commercial network programmes at the request of the sponsors. Supplementary B Stations do not automatically receive any programmes, but may carry C.B.C. commercial network programmes at the request of the sponsors, and may also be added (as may independent stations) to a national network to broadcast an event of national importance.

13. This complicated intermeshing of activities has enabled the C.B.C. to achieve a coverage of over ninety per cent of our population with its main networks, French and English, and to give also a second English-language network service during the evening hours. The C.B.C. Trans-Canada Network uses 24 Basic stations, (11 C.B.C. and 13 private), 15 Supplementary A and 3 Supplementary B stations; the second English network (the Dominion) uses 31 Basic (1 C.B.C. and 30 private), 6 Supplementary A, and 11 Supplementary B stations. The French-language network has 3 Basic stations of the C.B.C. and 12 Supplementary A stations.⁵ The arrangements are advantageous to the public in that they ensure wide coverage at minimum cost; and they are advantageous to the private stations in that they provide commercial revenue and free sustaining programmes. The private stations are paid (on a basis determined by the C.B.C.) for the commercial programmes car-

ried. As a rule the private stations pay nothing for network services although some stations do, by agreement, pay some wire line charges.

14. The inclusion of private stations in the national system, although not contemplated when the original principles for broadcasting were established, has in practice proved to be in the national interest. The Board of Governors retains its control over air channels and programmes. This it does in two ways: first, through its power to recommend to the Minister of Transport the grant, renewal or cancellation of licences, and second, through its power to regulate the nature and amount of advertising, political broadcasts, and in general, the character of all programmes broadcast in Canada by any station, whether privately or publicly owned.

15. The Canadian national broadcasting system is the result of ingenious improvisation to provide speedily an extensive service in a country where adequate coverage is perhaps the most expensive and the most difficult in the world. As we have said, Canada's scanty population is scattered and many of our settled areas are isolated from one another; even the wide-ranging power of radio reaches them with difficulty. The two networks offering a daily 16 hour service, the Trans-Canada and the French, use the services of fifty-six stations. One station in New York City can reach a population equal to that of Canada. Britain reaches a population of 50 millions with 975 miles of landline; Canada requires 15,000 miles of telegraph or telephone line to provide a national broadcasting service to her 14 millions.

16. The problem of proper coverage, however, is not merely one of distance and inaccessibility. Canada has six time zones which impose difficult and expensive re-broadcasts of national programmes. Moreover, her different regions, sharply distinguished from one another in many respects, require special regional services; her two main languages require completely separate networks; and her nearness to the United States, a country able to spend millions on lavish commercial programmes, has encouraged in Canadians somewhat expensive programme tastes.

17. All these facts must be borne in mind in considering the function and the performance of the Canadian Broadcasting Corporation. At present that organization is faced with a double problem. First, the need to extend and develop services on an income constantly reduced in real value has brought upon it a serious financial crisis. Second, although its complex relations with its affiliates have been on the whole harmonious and friendly, the private stations in recent years have grown dissatisfied with their status. They have made many representations to committees of the House of Commons, and they have appeared before this Commission, collectively and individually, to argue for a revision of Canadian broadcasting legislation and regulations.

18. These problems we shall review in Part II of this Report, before making recommendations on the principles and policies which should

govern broadcasting in Canada. Our immediate purpose is to consider how well Canadian radio has served the nation, and whether, to paraphrase the Aird Report, it has in fact provided Canadian radio listeners with Canadian broadcasting in such a way as to foster a national spirit, to interpret national citizenship and to give Canadian listeners the best programmes available from sources at home and abroad.

19. In order to discover what Canadians think about these programmes, we carefully examined and analyzed the views expressed in the many briefs and public hearings on the subject of broadcasting. We heard little of administrative or technical problems. Most Canadians, it seems, neither know nor care much about the operation of their own national system. This is not surprising. Their concern is naturally with what radio does and should do for them, and on this matter they express themselves with clarity and conviction.

20. Although there was little reference to the Aird Report, we were given the impression that the present national system has succeeded to a remarkable degree in doing exactly what the writers of that Report wanted it to do. Three statements were made repeatedly. First, national programmes have been received with appreciation throughout the country, especially in the numerous small communities and isolated homes where other means of entertainment and improvement are largely wanting. Some of our witnesses said frankly that many Canadians wanted advantages for their children that they themselves had not enjoyed and that they looked to radio as one means of providing them. Second, the existence of the nationally-controlled system of broadcasting was acknowledged as the only means whereby Canadian radio could have maintained a Canadian character. Without public radio in Canada we would have "a carbon copy of the American system and a carbon copy made in the United States at that", said the Canadian Congress of Labour; and this view was supported by many other groups and individuals including national organizations such as the United Church of Canada and the Canadian Federation of Agriculture. Third, the national system with extensive coverage, co-operation of national and local stations, and programmes in both languages emanating from every part of the country, has contributed powerfully, we were told, to a sense of Canadian unity. It does much to promote a knowledge and understanding of Canada as a whole, and of every Canadian region, and therefore aids in the development of a truly Canadian cultural life.

21. In brief, of the more than 170 voluntary organizations which discussed radio broadcasting in our public sessions the great majority expressed approval of the national system. A number of them hailed it with enthusiasm, as an important and distinctive national achievement, "our greatest asset culturally" and "the most outstanding broadcasting agency in North America".⁷ We observed indeed a certain alarm

at any suggestion of change in the existing system on the ground that it has so far met with tolerable success in combating commercialization and excessive Americanization of Canadian programmes. Comments, although generally laudatory, were not uncritical. They showed much appreciation of what had been done, accompanied by an insistence on the importance of continued improvement of programmes and development of public taste and understanding.

22. Many organizations, including those making no specific proposals, selected certain C.B.C. programmes for praise, adding that they would like more of the same kind. The special programmes mentioned include most of the musical, dramatic, and informational programmes such as *Wednesday Night*, *Farm and Citizens' Forums*, *Cross Section*, *In Search of Ourselves*, *Le Réveil Rural*, *Le Choc des Idées*, *Les Idées en Marche*, *La Chronique Littéraire*, *L'Ecole des Parents*, *Radio Collège*, *School Broadcasts*, the *Stage* series, *Sunday Symphonies*, *Operas*, *Capital Report*, *Week-end Review*, and so on. There was a widespread view that, if necessary, more money should be available for more such programmes.

23. A number of witnesses offered special comments and suggestions on programmes in which they had a particular interest. School broadcasts elicited enthusiastic praise, as well as helpful criticisms and suggestions.⁸ These broadcasts are prepared either by local authorities or in close collaboration with them. Various groups spoke of school broadcasts as helpful to all schools, but particularly to schools in sparsely settled rural areas where the shortage of teachers often requires inadequately trained persons to carry a heavy burden. More than one brief urged an expansion of school programmes in order to help to equalize educational opportunities for the rural and the urban child. There were a number of references to voluntary bodies which had helped schools to purchase radios so that they might benefit from the programmes. It was mentioned that the programmes are also of value to mothers who listen and learn what the schools are trying to do. Briefs from French-speaking Canada spoke favourably of *Radio Collège*, requesting more programmes of this kind at a more convenient hour. Evening programmes for adults were particularly requested.

24. Certain special representations on school broadcasts came to us from the National Advisory Council on School Broadcasting, and from individuals and local organizations in many parts of the country. Teachers' organizations were very outspoken in their criticisms and suggestions. The Ontario Teachers' Federation thought that the experience of competent teachers should be more fully used, remarking: "Where advice from teachers has been ignored, or scripts written by teachers altered fundamentally, the broadcast has been rendered less valuable for educational purposes".⁹ We suspect here a studied understatement. The use of reproductions of paintings in the National Gallery to illustrate talks on the Gallery is appreciated. Teachers suggested that other talks

could be suitably illustrated. An adequate transcription service to overcome time-table problems and to preserve valuable programmes was insistently demanded. In general, it was thought that much more money and effort should be devoted to this valuable national service. For 1,000 school broadcasts Canada employs eighteen people and issues nine publications; for a comparable number the British Broadcasting Corporation would employ eighty people and issue fifty-six publications, according to the National Advisory Council on School Broadcasting.

25. The C.B.C.'s major programmes in the field of adult education (*National Farm Radio Forum*, *Le Choc des Idées*, *Citizens' Forum* and *Les Idées en Marche*) are directed particularly to listening groups who are expected to have informed themselves on the subject beforehand and to be prepared to take part in an organized discussion of questions raised later. These groups, especially the English-speaking groups, are well organized and have received much praise. A contemporary American authority on radio speaks warmly of the *National Farm Radio Forum*: "It [the C.B.C.] has rendered a signal service to Canada's large rural population; its *National Farm Radio Forum* has brought into being one of the largest listening group projects in the world".¹⁰ These listeners' groups are regarded by their promoters as an important justification for national radio. The joint listening and discussion has led in many rural areas to a high development of community spirit and to useful local projects. There is a general demand for more groups like this, especially in French-speaking Canada. An Alberta group suggests special radio instructional programmes for community centres in order to solve, in part, the difficult problem of travel for instructors in rural areas. The Canadian and Catholic Confederation of Labour urges that an information programme be organized, on both the English and French networks, designed specifically for workers, similar to the farm programme *Le Réveil Rural*.

26. We found a widespread appreciation of news broadcasts and reviews but heard also many requests for more information on public and international affairs, more emphasis on the celebration and the meaning of national holidays, more emphasis on Canadian history, including the history of both cultures. A number of organizations stressed the importance of using radio to preserve the arts and crafts of our ethnic groups, thus enriching the lives of all Canadian citizens.

27. Three groups representing the largest religious bodies in Canada submitted briefs to this Commission reflecting the essential place of religion in all aspects of life and making suggestions on the important matter of religious broadcasts. The Canadian Catholic Conference, after expressing warm appreciation of the religious broadcasts from the C.B.C. and from private stations which "have generously permitted the Church to use the radio for its spiritual purposes",¹¹ suggested that greater attention be paid to the broadcasting of religious programmes at more suitable hours.

The Conference urged also that the C.B.C. co-operate "in choosing for Sundays programmes not unworthy of the Lord's Day". The United Church of Canada said:

"We wish to commend the Canadian Broadcasting Corporation for the good quality of some of its religious broadcasts. In addition to the constant task of endeavouring to improve these broadcasts, we suggest that a place should be found in radio programmes for the reading of the Bible in such a manner as has been done by well-known persons in the field of drama. We also urge that a national network Sunday evening service be broadcast."¹²

The Church of England in Canada commended the high standard of some of the religious broadcasts and added:

"We feel, however, that so far not sufficient attention has been paid to the specific techniques of religious broadcasting, and that too often it is assumed that the ordinary media of religious worship and instruction will be satisfactory for radio audiences."¹³

28. We also heard with interest of the importance of using the radio for language lessons. It was suggested to us from one source that, for example, regular French lessons might be supplemented by talks in French specially designed through simplicity of style and unhurried delivery for the many who can read French, but cannot follow the spoken word. With a corresponding series in English over the French network much could be done to promote better citizenship and to raise our general cultural level.

29. In the realm of culture as distinguished from citizenship, if such a distinction is possible, there was a general demand for more talks on science, in which French-speaking Canada expressed a special interest, on literature, especially Canadian literature, on history and on other serious topics. We have mentioned requests for *Radio Collège* in evening hours. Demands came from various parts of the country for greater participation by universities in radio, and even for a radio university. The possibility of improving the public taste and at the same time of developing a genuine Canadian spirit through music, paintings and drama was urged. One group suggests a series of talks by artists on Canadian, French or British art, or perhaps on a certain period of the history of art. The question of language, on which radio has so powerful an influence, was not forgotten. A number of briefs, both French and English, urged more attention to diction, taste and style. The *Société des Écrivains Canadiens* was particularly emphatic on this matter. Officials of the C.B.C., however, inform us that they are aware of this problem and are giving special attention to it.

30. Both to improve the quality and to increase the popular appeal of C.B.C. programmes, a number of groups suggested the creation of more or less informal advisory bodies, national or regional or both. Many groups

supported the idea in principle without having worked out details. One brief suggested a somewhat elaborate organization of functional groups, on the ground that “. . . such a method would give people a much more direct and personal interest in the C.B.C. . . .” It would afford a better measure of public opinion than “the dubious method of listening ratings”. It would serve the double purpose of guiding the C.B.C. and of making the public more conscious of what the C.B.C. is trying to do. “The function of these councils will result in an improvement of popular taste because you are bringing people closer to those purposes, the very excellent purposes which the [Canadian] Broadcasting Corporation has in mind”.¹⁴

31. The importance of national radio programmes is not limited, however, to the enjoyment of the audience, but includes the influence of the radio programme on those who take part in it. We find a general sense of the value of the work done by the C.B.C. in encouraging the efforts of Canadian writers, composers and performers in literature, music and drama. The individual is enabled to do the work for which he is suited, and to do it in his own community where he can probably make his most effective contribution. Much creative talent is thus developed which otherwise would be lost. The benefit to the community appears in various ways. As explained to us in some detail by a Vancouver group, few radio artists can depend entirely on their radio earnings; these earnings only supplement what they may gain from other activities in their communities, but thus enable them to remain in their home areas which might otherwise be deprived entirely of their services. The contribution, direct and indirect, of the C.B.C. to the maintenance of a number of symphony orchestras has been warmly acknowledged, as we shall be noticing later.¹⁵

32. By contrast, the lack of assistance to artists by private stations (with one distinguished exception) has provoked sharp criticism. Toronto and Winnipeg radio performers produced figures comparing the amounts spent on live talent by the C.B.C. and by the private stations. In Winnipeg, for sustaining programmes the Winnipeg Musicians' Association in 1947 received \$94,357 from the C.B.C. and \$1,950 from private stations; in 1948 from the C.B.C. \$80,609 and from the private stations nothing. In Toronto, the figures from the American Federation of Musicians for a recent year are \$382,000 from the C.B.C. and approximately \$30,000 from the private stations.¹⁶ It is fair to add that the C.B.C. produces in Toronto very expensive broadcasts which go to the whole of Canada.

33. There is not, however, complete satisfaction with the C.B.C. as a patron of the arts. From Toronto have come sharp criticisms of inadequate fees paid to writers for broadcasting purposes:

“It is evident that the C.B.C. supplies livings to executives, technicians, actors, announcers and producers—none of whom are primary creators of art—and pays very poorly the writers whose

works often reach vast bodies of listeners, and on whose ideas and creative skill a whole elaborate production may be built."¹⁷

Another group offers a detailed analysis showing how badly paid a radio writer may be in relation to his hours of work, setting aside all other considerations.

34. Moreover, complaints that the programmes of the C.B.C. are excessively centralized came with singular unanimity from practically every part of Canada, excepting, not unnaturally, Toronto and Montreal. In Regina it was pointed out to us that at the time the Federal Government assumed control and ownership of radio it was the avowed policy to present programmes which would be fairly representative of all provinces. This was continued only for a year or two. The benefit of a national broadcast to the morale of an artist, it is said, is as important to him as his fee. The quality of local orchestras has not been questioned by the C.B.C.; but regional broadcasting is expensive. It has, however, been argued in smaller centres that, apart from quality, there is an intrinsic interest in regional broadcasts. Canadians interested in music want to hear from Canadian musicians in various parts of the country. This does not mean that there is not a genuine concern for quality. The Symphony Orchestra of Victoria presented its claims to consideration, but wished nothing at the expense of the Vancouver Orchestra which the witness (the conductor of the Victoria Symphony) referred to as a national asset. A group in Quebec City did state with some warmth that Quebec musicians were not receiving a fair share of employment on programmes of the C.B.C.; that this was both unjust to them and harmful to the cultural life of their city. Such observations, however, seemed to us to have been made in a spirit generally free from parochialism. Representations on decentralization, it should be stressed, came not only from groups of professional musicians, and not only in relation to music. Drama groups also were much concerned, and many others representative of the general public.

35. The local programmes and services of the private stations received considerable attention. In public sessions and in private communications people have spoken with gratitude of the work of local stations, especially those serving isolated areas. They broadcast special announcements such as storm warnings, messages to and from the sick, notice to rural dwellers of telegrams or perishable commodities received in their name, to say nothing of what they do in urban centres to aid community efforts. The tale of the functions of the active local station, for example in Newfoundland or central British Columbia, is very largely the tale of the community itself.¹⁸

36. We heard much on this matter from voluntary groups. Not only from various national organizations, but from a number of places in the Prairies, in the Maritimes, and elsewhere, have come thoughtful com-

ments on the importance of the private station. "Private stations contribute at the local level in a way that the C.B.C. can never hope to do, simply because the C.B.C. staff is not in on all the little things that vary from one community to another but which each community nevertheless wants to hear about," said a group of community leaders in Charlottetown;¹⁹ others stressed the value of local self-expression; but we also heard that "... the private stations are doing and can do their best in the public interest by remaining complementary and supplementary to the C.B.C."²⁰

37. Indeed the general programme content of the private stations was rather severely criticized. They were accused of sharing to an excessive degree the occasional fault of the network programmes of under-rating public taste. The number of recorded programmes, the neglect of live talent, the general lack of interest in all cultural programmes, were matters for comment. At the same time, certain programmes were singled out for praise, such as the *Radio Bureau* of the Canadian Association of Broadcasters; other programmes, varied in character, and broadcast from some eight or nine private stations in various parts of the country, received warm tributes. The services of private stations in broadcasting religious programmes, French language lessons, and special events of local interest, were mentioned with appreciation. But these special tributes are not sufficient even in number to call into serious question the sweeping statement of the Canadian Writers' Committee that "[the private stations] hardly rate a pass on cultural programmes".²¹ The Alberta Federation of Agriculture, strongly supporting national radio, insisted that it is not reasonable to expect cultural programmes from private stations, since to them radio is purely a commercial matter. The general impression received is that, with some notable exceptions, private radio's cultural offerings are considered poor; some think that a better standard is possible and should be insisted upon by the C.B.C.; others feel that the main function of private stations is to broadcast local news and to provide other public services, and that much more cannot be expected of them.

38. A general cause of complaint was that commercialism, even though it has not gone so far as in the United States, is becoming excessive. There were many requests that the C.B.C. reduce the time allotted to commercial programmes; several organizations were inclined to think that the C.B.C. should leave the commercial field altogether. In a precise and detailed statement the Canadian Association for Adult Education showed how commercially sponsored radio affects its field of interest. Although in 1947-48 commercial radio took up only 17.7 per cent of the total broadcasting time, during a sample week in February of that year it was found that in the best listening hours, 7:00 p.m. to 10:00 p.m., commercial programmes occupied 50.8 per cent of the time on the Trans-Canada and 59.7 per cent of the time on the Dominion network. We have since learned that commercial radio occupied 59.1 per cent of

the same time on the French network. "Put briefly, it means that less than half of the peak listening time provided in the public interest is being planned with that interest exclusively in mind." Although the C.B.C. has theoretical control over all advertising, this control is not always effectively exercised. When an important national advertiser wanted the programme time of the *Citizens' Forum*, the C.B.C., we were told, moved that programme against the expressed views of its listeners to an hour inconvenient for most families. We have a report of a similar occurrence on the French network. Sponsors may also demand special settings for their programmes; for example, they may object to any talk or programme of a serious nature for at least an hour before their programme is to begin. "This is a shadow of the kind of deals which have so plagued and stereotyped American radio."²²

39. We received serious criticisms of "soap operas" from authoritative sources, although some defended them as legitimate entertainment and relaxation especially for those confined to their homes by their duties or by physical infirmity. In a special study prepared for us on French daytime serials it is reported that only one of the twelve serials reviewed was a satisfactory production. The others were guilty of melodramatic exaggeration, unreality, and an excessive use of commonplace and stereotyped forms. This judgement on French serials is very similar to that passed on serials in English by the Ministerial Association of Greater Winnipeg:

"Notwithstanding the remarks attributed in the daily press to the Chairman of the Board of Governors of the C.B.C. to the effect that the so-called 'soap opera' is of benefit in releasing nervous and psychological tensions, we believe that the alleged benefits, if any, are fleeting and that the day to day effect of false values and unreal emotionalism can only be harmful."²³

40. It would be inaccurate to say that, in general, the comments on soap operas were as severe as the two which we have cited. These are quoted since they come from authoritative sources. A number of groups urged that the serial of every-day life had acquired wide popularity, and that those serials which might be unsatisfactory should be replaced by others of higher quality and with a Canadian setting.

41. Apart from the special objections to daytime serials it was stated that commercialism tends to have an unfortunate effect on the content of many programmes. Two writers' groups accused commercial radio of stifling original creative writing and of imposing a dead level of mediocrity. Moreover, it is said to be difficult for Canadian writers to find expression even at this level; "there is not much Canadian expression in Canadian commercial radio".²⁴

42. In summing up the various opinions expressed to us throughout Canada on radio programmes in general, we repeat that Canadians are

obviously proud of the sustaining programmes of the C.B.C., but that they still see room for improvement even in them. They like what they get, on the whole, but they want more of it, and of even better quality. The statement that the C.B.C. often underestimates public taste appears more than once, and the demand already mentioned, that national radio be used as an instrument of education and culture came from every section of the country. French-speaking Canada was particularly emphatic on this subject and, on occasion, severe, not only upon programmes but upon staff as well: "One may be astonished to see our C.B.C. directed entirely by technicians and that no man of letters (in the wider sense of the word) has been given [a] seat with the upper level directors".²⁵ Local programmes of private stations were severely criticized. Commercialism both over the C.B.C. and over private stations was deplored.

43. In addition to comments on the quality of radio programmes, we heard a good deal about coverage. The problem of radio coverage was discussed from two points of view. First, representations from the Maritimes, south-western Ontario, Ontario west of the Lakes, central British Columbia and the Yukon complained, occasionally with asperity, of inadequate coverage or of none at all. Second, French-speaking groups in the Maritimes and in the West stated that they were, for practical purposes, not covered from the linguistic and cultural point of view. At present there is short-wave coverage by the French network of Western Canada from noon until midnight, and of Ontario and northern Quebec for sixteen hours. This is supplemented by recorded programmes. There was, however, a specific request for better coverage, and, in particular, for a nation-wide French network; in addition, there were requests for a second French language network in Quebec. Privately-owned French language stations in Western Canada suggested that until this can be done, certain French language broadcasts be sent to them over C.B.C., that there be a free transcription service of programmes in French, and that they receive a subsidy from the C.B.C. for their own programmes which, if their quality warranted it, could be sent out over the C.B.C.

44. We found general unanimity in the views of the voluntary groups, including specialized groups interested in the arts and letters or in radio's educational possibilities, on Canadian radio needs and interests. There is, as we have said, an insistent demand for an improved service as well as for greater attention to the needs of minority groups, and for a better understanding of the capacity and the willingness of the public to improve its tastes and enlarge its interests. The C.B.C. musical programmes, it is stated, show what can be done.

45. We did not, however, in our study of the programmes of the national system, confine ourselves to the views of the general listener. We conducted a precise and detailed investigation into the general nature of programmes over Canadian stations, comparing with particular care

those broadcast by the C.B.C. over national networks with the local programmes of the private stations.²⁶ We noticed, first, that the national networks do in fact live up to their ideal of producing balanced programmes. Time is found for popular music, drama, serious music, news, sports and comment, talks, variety shows, educational programmes for children and religious periods, approximately in that order of emphasis. The French language network devotes more time to serious music than to drama; otherwise, programme structure on the French and the Trans-Canada networks is about the same. The Dominion network, offering a lighter programme for the evening only, gives special prominence to popular music and variety shows. All three networks give decidedly less attention to children's, educational and religious programmes. Of the three networks, the Trans-Canada gives the most time, 7.6 per cent in all, to these three kinds of programmes.²⁷

46. There will naturally be wide differences of opinion on whether the balance is correctly conceived and properly maintained, but there is no doubt that the programmes offered appeal to a very wide range of tastes; and that minorities, even small minorities, have not been forgotten. The principle of the C.B.C. that it must consider not only the number of listeners but the worth of the experience offered to each listener on the theory that the total value of a broadcast may be taken as its value to each person who listens multiplied by the number of listeners, has been, it seems to us, very fairly observed. The most familiar illustration of this fairness is the *Wednesday Night* experiment which has met with an enthusiastic response. These and other network programmes indicate that much is being done, not only to satisfy the interests of small minorities, but to develop new tastes among larger audiences. Unfortunately, since the limited financial resources of the C.B.C. do not permit systematic listener research on an adequate scale, it is impossible to make any precise statement on this matter.

47. We found, also, that the many appreciative comments we have heard on the distinctively Canadian character of the programmes are justified. In music and drama an admirable record has been maintained. The stimulating effect of friendly rivalry has been achieved by the exchange of regional programmes, and by discussion groups on a national basis through voluntary organizations.

48. This last activity has not only produced rewarding and distinctive Canadian programmes, but has served to correct in part the passive listening habits encouraged by ordinary broadcasting. We have stated that *Farm Radio Forum*, *Citizens' Forum*, *Les Idées en Marche* and *Le Choc des Idées* seem to have been welcomed and to be increasingly popular. We believe that these programmes are of great value in making better citizens of us, in that they awaken our critical faculties. Imaginative

school broadcasts have been another successful experiment in group listening and discussion.

49. Our investigation of the radio programmes in Canada has also revealed that the tributes paid to the national system, during our sessions, for encouraging Canadian talent in music and in drama are fully justified. This is one of the purposes for which the system was created, and it has undoubtedly led to a greater interest in the arts, to a proper sense of pride, of national unity and of self-confidence.

50. Moreover, the C.B.C. performs on a national scale services comparable to those private stations in their own communities. We have mentioned a request for more attention to national celebrations, but it is proper to remember the value of such programmes as the one which celebrated the entrance of Newfoundland into Confederation in April, 1949, and the numerous special events in various regions which are relayed to the nation. The C.B.C. also pays the production costs of special programmes on the work of national societies such as the Canadian Society for the Blind, the Canadian Cancer Society, the Canadian Tuberculosis Association and others. Special programmes are also given to Book Week, Education Week, Army and Navy Week and others. Finally, the *Northern Messenger Service* with its personal messages to Royal Canadian Mounted Police constables, missionaries, trappers and others in the far north, parallels the special services offered by community stations in their own areas.

51. We do not wish to suggest that our national system of broadcasting has fulfilled all the hopes of its founders and of its supporters. We have already reported upon many criticisms which have been brought to our attention. It seems proper to recall once more the policy laid down in 1936, "to provide Canadian programmes varied by the best programmes available from abroad". Granting that our national system imports much that is excellent from the United States, we question whether any of the declared objects of Canadian radio can be reconciled with the more than generous provision of soap operas. Again, regional programming and the encouragement of local talent need further development. Our national radio system, designed to unify a sparsely populated country, has perhaps with justice been accused of centralizing its efforts in one or two large centres where production is easy. Finally, although the small amount of time now allotted to specifically educational programmes may be sufficient, we are of the opinion that inadequate attention is given to the serious intellectual needs of adults. It is true that the time devoted to talks (11.2 per cent on the Trans-Canada and 12 per cent on the French) is probably a fair allotment in comparison with the time devoted to serious music (16.1 and 23.3 per cent respectively). Yet it seems safe to say that there is no comparison at all between the effort and money expended on these two types of programmes. While admitting

that musical programmes must always be far more costly, we wonder whether the disparity of expenditure may not be excessive. The C.B.C. has courageously refused to underestimate Canadian capacity and taste for serious music; we think it might also explore more fully Canadian capacity and taste in purely intellectual matters.

52. In addition to our examination and analysis of national network programmes, we have studied the local programme practices of private stations, especially those which, while operating under the regulations of the national system, are not affiliated with the national networks. As we have remarked, the original intention to expropriate these stations was not carried out. It was thought that they could render an important service to the public in providing a medium for local advertising, in giving local news and in other ways, including the development of local talent. There seems to be no doubt that the needs of local advertising and of local news are satisfactorily met. We have, however, already referred to comments made to us on the indifferent quality of local programmes and on the restricted use of local talent. We have found these comments to be justified. There is, no doubt, a great variation in the performance of the many private stations; the programmes of some are satisfactory, and of a very few, praiseworthy. On the other hand, far too many stations, regulated in principle by the C.B.C., offer programmes which must be described as regrettable.

53. For example, an examination of the programmes of five stations chosen from large and small urban centres in different parts of the country shows results that are not consistent with the general impression given by the briefs and the representations of private broadcasters. These five stations confine themselves almost exclusively to news broadcasts, sports and music; most of the music is of the popular recorded variety. The programmes of live talent are, at best, commonplace. There is no apparent attempt to fulfil the proper function of the local station as we understand it: to reflect the life and interests of the community, and to use and develop the local talent available.

54. A few facts and figures may be illuminating. One of these private stations under review operates in a large city for twenty-four hours a day throughout the week. For six days a week, from midnight throughout the morning and until seven o'clock in the evening, it broadcasts news, sports commentaries and music, broken only by a daily ten minute talk of interest to women and by a fifteen minute news commentary. The music broadcast throughout the day is almost entirely recorded popular music. Programmes in the evening hours and on Sunday are more varied, but consist largely of recorded or transcribed programmes. The use of local live talent during our sample week was limited to seven hours and five minutes of day-time broadcasting out of a total of one hundred and thirty-three hours; live talent was broadcast for a total of nine hours

and twenty-five minutes out of the thirty-five hours available in the evenings from Monday through Friday. This figure of nine hours and twenty-five minutes included three hours and fifty-five minutes in which hockey matches were reported. We understand that this broadcasting station is prospering.

55. This is not an isolated example but is fairly representative of a number of private stations. These stations live by advertising; and spot announcements crowd their programmes sometimes to the limit tolerated by the regulations. An analysis of the programmes of another important private station in a large centre revealed that spot announcements in the permitted hours occurred at an average frequency of five each hour. Of the friendly services of the private stations to the public we have abundant evidence, and these services help to justify the continued existence of such stations in our national system; but from the study we have made we cannot believe that there is any justification for their undistinguished programmes. After a careful consideration of the evidence available, we are convinced that only very rarely can limited revenue be advanced as an extenuating circumstance for this inexpensive and unimaginative programming.

56. We must emphasize that these general strictures apply to the private or independent stations. Affiliated stations of the C.B.C., and more particularly the Basic and Supplementary A stations, carrying network programmes, are able to offer a more varied and acceptable fare to their listeners. Some, but not all, of these stations are prepared to take full advantage of the sustaining programmes made available by the C.B.C. We note with regret the following passage from the Report of the C.B.C. for 1949-50:

"An experiment with a regional service begun in 1948 in the Maritimes at the request of affiliated stations, in which the C.B.C. paid line and program costs for a weekly half-hour program to be originated in turn by the participating stations, was discontinued in November, 1949. The plan was to give opportunities to the stations to develop network talent in that area which might be found to be of national network calibre later on. The series was discontinued when it was found that few of the participating stations were carrying the program."²⁸

57. Our special investigation appears to bear out the comments which we received throughout the country to the effect that the C.B.C. is in general performing its duty satisfactorily, sometimes even admirably, in providing appropriate and varied programmes; less admirably does it exercise its responsibilities of control. The national system, however, has constantly kept in view its three objectives for broadcasting in Canada: an adequate coverage of the entire population, opportunities for Canadian talent and for Canadian self-expression generally, and successful resistance to the

absorption of Canada into the general cultural pattern of the United States. Much remains to be done, but the record of the past fourteen years is most encouraging. *cc*

58. One final criticism, however, can justly be made of the national system and of those who have so enthusiastically supported it. Canadians esteem their national radio service, as we have shown; but, as we have also found, they do not fully understand it or how it operates. In part, this is due to the complexities of our broadcasting system which reflect the country it covers. But the inadequate information service of the C.B.C. is also at fault, and equally the indifference of the listeners who enjoy or resent their fare in silence. The reticence of the C.B.C. matches the passivity of its audience and results in a widespread ignorance of an essential national service. *critic*

TELEVISION

THIS remarkable new form of broadcasting has evoked great interest and enthusiasm among the general public, the advertising industry, and in all groups whose interest or duty it may be to inform, entertain or influence the public. This interest and enthusiasm is one important fact about television not open to dispute. Another equally important but perhaps not equally recognized fact is its unpredictability. Its history indicates that we can be certain only of its uncertain future.

2. The other commonly accepted facts about television should probably be considered in the light of these first two. The theme of its power to influence people always inspires a lavish use of superlatives. The combined influences of sight, sound and motion are intensified when received in the quiet of a home. There is little doubt that television is becoming as popular as it is persuasive.

3. Another common generalization, that television is becoming an important and even dangerous rival of the other mass media, radio and the cinema, has been questioned. There is evidence to show that attendance at cinemas and listening to sound broadcasting has been noticeably reduced in places where television is available. In the New York metropolitan district, for instance, an investigation indicated that "each radio home that installs TV has lost eighty-three per cent of its evening potential for the radio advertiser. The report contends that TV practically wipes out AM night time listening in radio homes".¹ It has been argued, however, that once television is no longer a novelty it will find its own level along with radio and the cinema as a means of instruction and entertainment; and that the last two may be forced by healthy competition to exploit new possibilities until now neglected.

4. It is evident, then, that we are faced with a new and important means of communication which, if it does not supersede the others, will almost certainly exercise a profound influence over them. In our country of difficult communications, consideration of the use of this new force cannot be neglected. We have been asked to suggest the policies which should guide its development, a subject of concern to many, as we have learned. As a preliminary to our recommendations to be made in Part II, we present here a brief survey of television development abroad and in Canada, of the technical, financial and programming factors that must be considered

and of the views of the public in so far as we have been able to ascertain them.

5. There is television broadcasting today in a number of countries, notably, of course, in Great Britain, France and the United States. Each of these countries follows in television the same policies as in radio broadcasting. In Europe there are also experimental transmissions in Holland and in Italy, and there are two stations in Russia. There are stations in Mexico, in Brazil and in Cuba, all operating on the American standard. Denmark and Switzerland are contemplating television, but have adopted a "wait and see" policy, and Switzerland has, like Canada, the special problem of broadcasting in at least two languages. We understand that both these countries propose to retain television under state control, free from commercial advertising.

6. The British Broadcasting Corporation began in 1936 a service which was interrupted by the war. Since its resumption, a good programme service has been offered from the London station which broadcasts four hours a day and is available to 12,000,000 people. The new station in Birmingham, linked with London by radio relay stations and by coaxial cable, will be within the reach of 6,000,000 more. There are now 300,000 receivers. The B.B.C. produces its twenty-eight hour a week programmes on a budget of about £2,000,000, and in 1949 had a television staff of 620. As with radio there are no commercial activities, and no private stations. The system apparently gives satisfaction but the prospect of cinema television introduces a new factor. A British company proposes to offer television programmes in moving picture theatres on a commercial basis, presumably using land lines from production studios or from the scene of news events, thus providing a form of television for those unable to afford television receivers at home.

7. France, like Great Britain, has organized television as a non-commercial public service. Recently there have been proposals for enlisting advertising interests to operate television with the French Government as a co-operative monopoly; but no effect has been given to this suggestion. There are two stations in France, one in Paris and the other in Lille, but development in France is at the moment rather limited, for the authorities have decided to concentrate, for the future, on "high definition" television, to produce a more highly defined or clearer image, even although experts claim that the proposed system is too expensive and limits the number of available channels. This policy naturally delays the sale of sets (now only 15,000 are in use) and the development of television either as a public service or as a business.

8. Television broadcasting in the United States began only in 1939 and was interrupted by war in 1941. Its progress since the war has been astonishingly rapid in spite of serious technical and financial problems.

The United States, like Britain and France, has adhered to the policy of governmental control of licensing channels for television. The Federal Communications Commission is the government agency empowered to issue television licences. At the beginning of 1951, there were in the United States 107 operating stations in sixty-six cities. Receiving sets have increased from 7,000 at the end of the war to more than 10,000,000 at the present time (more than 2,000,000 in the New York area alone), with an estimated audience of about 40,000,000 people.

9. In Canada, television is in the proverbially happy position of having as yet no history. The Board of Governors of the C.B.C., as the body primarily responsible for the national interest in broadcasting of all kinds, issued two public statements in May and November, 1948, with the object of explaining its "fundamental thinking" on the matter. Admitting that television must become an important and perhaps the most important aspect of broadcasting, the Board drew attention to its high cost, particularly in Canada, to special technical problems, and to the availability of American commercial programmes. In general, it recommended developing television in the national interest by following the policy already established in radio broadcasting. High costs, unsolved technical problems and the desirability of covering Canada as rapidly as possible after the opening of television services, suggested a policy of careful planning and preparation. The Board has no direct or official responsibility for private investors willing to risk their money, but does feel responsible for the quality of service rendered to members of the public who spend their money on receivers.

10. Meanwhile, however, the development of television services in the United States by commercial interests proceeded rapidly in spite of consistent losses by operators who paid for television costs from radio profits. Because of this, Canada could no longer postpone some decision on a service already reaching many Canadians. In March, 1949, the Canadian Government issued an important statement. In view of the cost of television and the uncertainty of its future it seemed wise to delay its introduction into Canada until the completion of the experimental period. In view of the progress already made, and of the availability of Canada's growing electronics industry, it was decided to lay down an interim policy for a planned development of a Canadian system of television in which private enterprise would participate. It was therefore announced that the general direction of television broadcasting was to be entrusted to the Board of Governors of the C.B.C. which should arrange for broadcasting by the C.B.C or by licensed private stations in accordance with the Broadcasting Act. National production centres and transmission centres were to be established in Montreal and Toronto, with the service to be extended to other parts of Canada as soon as possible. A licence might be granted in any city or area to one private

station, provided adequate assurance of financial means and service could be given. All network arrangements in television, as in radio, were to be under the control of the Board of Governors of the C.B.C. Initial capital and programming costs for the national system were to be met by a loan to the C.B.C. of \$4,000,000.

11. This policy, approved by Parliament, determines Canada's present television development. Canada, like Britain, France and the United States, has for television purposes so far adhered precisely to the policy governing radio broadcasting; it might be supposed that this course needs no particular explanation, and calls for no comment. There are, however, certain special aspects of television broadcasting particularly those related to its experimental stage, which seem to demand a careful review of any policy proposed.

12. The present Canadian policy in radio broadcasting matters is partly dictated by the cost of covering the entire country; this will be even more true of television where costs, compared with radio broadcasting, are variously estimated to be from three to ten times higher. It will be recalled also that at present the consistently effective range of television is limited to about fifty miles. The following estimates, supplied by the C.B.C., give a general idea of television costs. The minimum cost of a standard television broadcasting station in Canada is estimated to be about \$250,000 for a station which does not originate its own programmes. For a fully equipped television station, with studio and administrative facilities, it is expected that the cost will be about \$2,000,000, or if an existing building with studio space could be used, about \$1,500,000. The cost of a television network, whether by coaxial cable or by microwave, has been in the United States about \$10,000 per mile, although there is a great variation depending on the nature of the terrain. To provide television network facilities on a national basis in Canada would cost from \$35,000,000 to \$50,000,000, but this investment, it is expected, would be undertaken by our telephone and telegraph companies which, with the assurance of television network business, would provide equipment which they would also use for the expansion of their own commercial services for telephonic, telegraphic, teletype and telephoto purposes. That is to say, the C.B.C. would not be called upon to establish its own network mechanical facilities but would use these new coaxial or microwave commercial circuits, just as now the C.B.C. uses the telephone or telegraphic circuits of commercial companies.

13. The actual cost of television networks to the C.B.C. would, in large measure, depend on the extent to which these facilities are used for other purposes, and on the terms which the C.B.C. would be able to make with commercial companies for the lease, during agreed hours, of the companies' equipment. In any event, the annual costs for network facilities will

be heavy, just as at the present time the expenses for land-line services are an important item in the annual expenditures of the C.B.C.

14. In some ways, more serious than the high and certain costs of television broadcasting, are the technical uncertainties that will attend its development. The vexed question of lines and frames which has affected the development of television in Europe, however, does not constitute a problem on this continent where it may be assumed that all countries will adopt the established system of the United States.

15. A much more difficult question has been raised by the development of colour television. If it can be successfully developed, it is likely to replace black and white transmission entirely. This alone introduces an element of uncertainty into plans for the future of television. A further complication has arisen from the competition among various colour systems developed by rival companies in the United States. In order to make the necessary choice between the competing systems, the F.C.C. began hearings in 1949. Its decision of October, 1950, was challenged in the Courts, and as this Report is being prepared the outcome is uncertain. Indeed, we understand that aspects of this complex matter, which has provoked the sharpest differences both among rival companies and among technical experts, will ultimately be the subject of an appeal to the Supreme Court and that in consequence no solution can be expected for a considerable time. We are informed, however, that shortage of essential materials during the present period of international tension must postpone still further the development of colour television.

16. Underlying all technical problems is the basic one of air channels. These are much more limited than in radio. They present no particular problem in France and Britain with their government monopolies. In the United States, the system originally followed of assigning the same channels to competing stations in contiguous areas threatened to break down because of unexpected interference which developed in practice under certain atmospheric conditions. This situation caused a freeze in the granting of licenses in the fall of 1948, in order to make possible fresh investigations which are still going on. The channels now allocated all belong to the "Very High Frequency" band. The problem might be solved by "moving upstairs" into the "Ultra High Frequency Band", until now reserved for experiment in colour and in high definition systems; but such a solution, by absorbing all available channels, might also delay improvements in clarity and in development of colour.

17. We have considered the costs and technical problems of television only as preliminaries to a consideration of the programmes and the services which television may render to the Canadian people. It is quite obvious that if television is more powerful than radio it lends itself more easily to abuse. Since few Canadians have seen television programmes,

we did not receive detailed opinions on them at our sessions. We ourselves have examined some of the American programmes now available to Canadian viewers. Recalling the two chief objects of our national system of broadcasting, national unity and understanding, and education in the broad sense, we do not think that American programmes, with certain notable exceptions, will serve our national needs.

18. Television in the United States is essentially a commercial enterprise, an advertising industry. Thus sponsors, endeavouring to "give the majority of the people what they want", frequently choose programmes of inferior cultural standards, thinking to attract the greatest number of viewers. And as television greatly intensifies the impact of radio, so television commercials intensify the methods of appeal to material instincts of various kinds, methods which now disfigure many radio commercials. We assume that the many who have protested against certain radio commercials will feel even more strongly about their television counterparts. In a recent American work on this subject, it is stated that the quality of television offerings in the United States may be adversely affected by the rapid transference now going on from sustaining to sponsored programmes.

19. Moreover, advertising has a direct effect on the programme itself. It may be fairly well isolated at the beginning and end of the programme, or included in but not out of harmony with the show itself. On the other hand, when introduced in the intermission of a play, it may readily destroy the atmosphere. Finally, the common practice of introducing advertising into the very material of the show successfully ruins any programme worth receiving by completely destroying the illusion of a disinterested performance. The sponsors must of course get reasonable publicity in return for the money they are spending on the programmes; but experience in the United States has demonstrated how difficult it is to give that publicity without spoiling the programme.

20. We must recognize, however, that despite our generally unfavourable observations on American programmes, there are among them, as already stated, certain notable exceptions. Important news events, such as the sessions of the Security Council of the United Nations, have been carefully chosen and skilfully presented; there have been superb programmes of operas and of other music and of drama; group discussions are usually vivid and lively; there have been interesting and imaginative demonstrations of scientific research and of technical training; and there are some well-planned children's programmes.

21. In Great Britain, it is assumed that the role of television is not simply to reproduce in picture and sound a reflection of contemporary life. One of the members of this Commission learned from the directors of British television that it is part of British policy in television to present

programmes which are consciously educational in nature; indeed, the directors of television in Britain refer to their "moral and cultural responsibilities". For this reason British television is extremely varied, but possesses nonetheless a markedly cultural character. There are no commercial programmes of any sort. "Men and women who devote themselves to [broadcasting]", says Sir William Haley, Director-General of the B.B.C., ". . . must do not what noisy uninformed clamour tells them to do, but what they believe to be right. If they go astray there is a broad public conscience that will operate as a governor and a guide".² In examining a schedule of all television programmes broadcast in Britain over the course of thirteen weeks, we found that many programmes were entirely recreational, such as sports and variety shows; there was also included a number of undistinguished films. But the great majority of programmes was obviously designed not only to entertain but to instruct, whether through drama, opera, ballet and music, or through lectures and commentaries. In addition, of course, there were special television programmes such as fashion shows intended to serve women's interests. There were also excellent programmes for children and we understand that a project is under way to provide television sets for schools. It seems to us that British television is attempting to effect a suitable balance in the varied whole of its productions.

22. In France, television together with radio, forms part of the responsibilities of the Under Secretary of State of the Office of the Prime Minister, and at the present time devotes much of its effort to educational broadcasts. The directors in charge of these broadcasts are continuing their study of television as an instrument for teaching. It is their purpose, in co-operation with the Ministry of Education, to produce programmes continuously throughout the year appropriate to the different levels of national education: "It is our desire", an official statement of 1949 concludes, "to give the example . . . of a television system which can within our own country contribute to the intellectual unity of our children and in the world at large to the bringing together of all peoples."³ There are no commercial programmes in French television, and we understand that this policy is to be followed in spite of the fact that the development of television in France is dependent upon an extremely modest annual budget, amounting to about the sum expended daily by the B.B.C. for television services. Television in France is now operating for two or three hours a day. It is apparently not intended to increase the number of hours; programmes are costly, and the general public has few hours for entertainment; moreover, it is considered undesirable to interfere with the studies of school children or to interrupt the time which adults should have for reading and reflection.

23. No sensible person will ignore the possibilities of television, properly developed, in the fields in which radio has already made such valuable

contributions. If Canadian radio and films have done so much already to bring Canadians together in sympathy and understanding, it is easy to imagine how much could be done through television as a supplement to both. Television also offers intellectual possibilities in adult education and in family entertainment which, if they cannot be exactly forecast, must not be ignored. As with radio, the Canadian problem is to make the best possible use of this new medium, within the limitations imposed by Canadian conditions and by costs.

24. We conclude this section with a brief account of the views we have received from various groups which have appeared before us. If most of them had little precise information, they were aware of the general implications of television development in Canada; all showed a realization of the possibilities of this new medium. We were interested in one comment that the art of producing a television programme lags far behind the technique of broadcasting it. Some also expressed a fear of excesses and abuses. The most optimistic views came from those interested in exploiting television's commercial possibilities. We have, however, had serious discussions of its probable educational importance, particularly of its use in schools. Some pointed out the danger of encouraging passivity in the viewer, especially in children; and we have been interested to note that Mr. T. S. Eliot has recently commented sharply on this point.⁴ Its relation to the Canadian film industry was discussed; and the possibility was suggested that in the course of television development something might be done for the much-neglected Canadian feature film.

25. In general, it has been proposed by various groups, including influential national bodies, that Canada proceed slowly with television, since it is bound to be costly, and economies may be effected by profiting from experience elsewhere. Again, it was urged that there be equality of opportunity in the various regions, and that isolated regions need this service much more than densely populated areas. "Television can render signal service to agriculture and help to bring the benefits of arts, letters and science to the rural areas . . .", we read in the brief of the *Corporation des Agronomes de la Province de Québec*. Finally, voluntary groups have been almost unanimous in insisting on the importance of following our general radio policy and hence, of keeping television under national control, free from excessive commercialization. Even those who look forward to the services of television are acutely aware of possible dangers and feel that there must be a nationally controlled system. The public is, we should imagine, even less aware of technical and control problems in the field of television than in that of radio; but their general confidence has been expressed in the present policy of control by the Canadian Broadcasting Corporation.

CHAPTER IV

FILMS IN CANADA

ALTHOUGH in our Terms of Reference we are specifically instructed to examine and make recommendations upon the National Film Board, our concern in this preliminary section of the Report is not primarily with its administrative or financial problems, but rather with the cultural interests in film matters of the Canadian people. In this chapter we shall discuss the film chiefly as a means of furthering national unity and popular education. We shall report the views of voluntary societies, their ideas on what government agencies have done in the past and on what they should do in the future. We have, of course, heard much of the National Film Board; and we must discuss in some detail its organization and activities. We have, however, tried to bear in mind the general importance of films, both their production and their use, in Canada's national and cultural life.

2. The powerful influence of the modern cinema is not a new theme, nor need we here dwell upon its appeal to eye and ear, an appeal enhanced by the use of colour; we recognize, too, that its influences are all the more powerful because of the passivity with which they are received. We should, however, like to add that the cinema at present is not only the most potent but also the most alien of the influences shaping our Canadian life. Nearly all Canadians go to the movies; and most movies come from Hollywood. The urbane influences of Carnegie and Rockefeller have helped us to be ourselves; Hollywood refashions us in its own image.

3. For the last fifteen years, however, Canada has been experimenting with something different from Hollywood's entertainment feature, the documentary film, both in the 35 mm. commercial and in the 16 mm. non-commercial form. The original definition of the documentary was a "factual film, photographed in real situations and generally using neither stage actors nor studio sets".¹ It will probably be agreed that although the definition does not cover all 16 mm. films, this type of film, while using many novel techniques, is still intended to reproduce "real" rather than synthetic situations and to evoke an awareness of life, rather than to provide an escape

from it. We have heard and learnt much of great interest about the documentary film and its impact on the Canadian public.

4. Before and during the nineteen-thirties most Canadians saw no films except those shown in commercial theatres where, as we have observed, little but Hollywood material was available. A few 16 mm. films were shown in schools, and a few not very good Canadian films were used for publicity purposes abroad. In 1935, when many European countries had a highly developed system of production and distribution, the only non-commercial distribution agency in Canada was the Extension Department of the University of Alberta. In this same year a few interested people founded the National Film Society to provide information and distribution services to groups of non-theatrical film users such as departments of education, adult education groups and various technical organizations. The Film Society built up a co-operative film library and its central office was prepared to procure and to lend films and to provide information services to its member groups and others. Most of the financial support for this venture in its early years came from British and American sources. The British Imperial Trust paid the expenses of a general organization meeting for a national film committee in 1938 and gave more than \$8,000 for the purchase of British films; the Carnegie Corporation gave a small sum for a survey of Canadian film needs and this was followed by substantial annual grants from the Rockefeller Foundation from 1937 to 1946. This help from without made possible the first national centre for documentary film information and distribution in Canada.

5. Meanwhile, the Canadian Government had been aware of the possibilities of the documentary film. As far back as 1914, film work was begun by the Exhibition and Publicity Bureau of the Department of Trade and Commerce, later known as the Canadian Government Motion Picture Bureau. For various reasons, chiefly the need for a survey of the Canadian situation in this field and for films more suitable for audiences abroad, Mr. John Grierson, a distinguished British producer of documentary films, was asked to make an investigation and to report his findings. The result was the National Film Act of 1939 which provided for a National Film Board of seven members, including three government officials, under the chairmanship of the Minister of Trade and Commerce. The chief executive officer was the Government Film Commissioner. His duties were to co-ordinate all government film activities, to advise government departments on the production and distribution of films, and to act as intermediary between the departments and the Government Motion Picture Bureau. In general he was to "advise upon the making and distribution of national films designed to help Canadians in all parts of Canada to understand the ways of living and the problems of Canadians in other parts".²

6. The production and distribution of films was left for a time with the Government Motion Picture Bureau and its Director. However, a few months after the passing of the National Film Act, war broke out. Before long it was realized that only through a much more active information service could Canadians be made to understand the national danger, and thus be prepared for the necessary restrictions and sacrifices. Better co-ordinated and increased government film services was one obvious solution to the problem. In 1941 the Government Motion Picture Bureau was transferred to the National Film Board. This body now became responsible not only for formulating general film policy and advising and co-ordinating government departments but for direct production and distribution. It also was required to undertake a number of important related activities, the making of film strips, still photographs and graphic displays of all kinds, both for government departments and for purposes of general information.

7. The work of the Film Board was prosecuted with the vigour required of one of the most important information agencies in the country. Films were produced for the Department of National Defence, the Department of Munitions and Supply, the Department of National Health and Welfare, the Wartime Prices and Trade Board, the War Finance Committee, and the Wartime Information Board. There was a constant need to explain and exhort, and also simply to inform, as in the well-known *World in Action* and *Canada Carries On* series. But the need for relaxation and distraction was not forgotten, or the underlying need of all Canadians even in the current crisis to know more of their country, of each other, and of what they were fighting for. Rural audiences, especially, who were not offered the escape of feature films, would grow weary of an unmixed diet of war information and propaganda. During the war period the Film Board produced many films equally acceptable in peace time: regional films dealing with Canada from Grand Manan Island to the Alaska Highway, musical films, and films on art. In 1945, the peak year, 310 films were produced, and the staff numbered 787.

8. But the Film Board did not confine itself to production. It never lost sight of its original objective to encourage the use of documentary and educational films suitable to Canadian needs regardless of where or by whom they are produced. As the war went on, the Board developed an elaborate distribution system of Film Board and other films covering the whole country and engaging the time of one-third of the staff. Rural areas not reached by commercial theatres were a first concern; projectionists were sent out, each one serving a group of villages once a month, winter and summer, with a "package programme" of films for news and entertainment. The same people gave showings in

schools; and a French-speaking projectionist thus describes his reception: "I get a real pleasure in arriving at a parish, for immediately the youngsters cry out, 'Look, the film man', and they all scamper along behind me to the hall".³ Urban areas were also covered by factory and industrial circuits operated by the Film Board, and by the energetic voluntary work of Junior Boards of Trade, Kiwanis Clubs, and of other interested organizations. Town dwellers might also see the 35 mm. films which were distributed to many commercial theatres; and there was also an active distribution abroad through the National Film Board offices and diplomatic missions.

9. The National Film Board, for all its own elaborate distribution services, did not fail to co-operate with those voluntary agencies which, as has been mentioned, were the first to promote the documentary film in Canada. With the National Film Society, it early established close and friendly relations which have been of the greatest importance in film distribution. Both, realizing the limitations of any national lending services, encouraged purchase through their procurement facilities. The Film Board aided selection by a previewing, and the Film Society by an information service, neither of them entirely adequate. The Film Board supplemented its own distribution service and supported the work of the Film Society by depositing with the Society one print of all its films of general interest, as well as of many acquired from abroad. Together the Film Board and the Film Society provided important distribution services in spite of certain gaps and duplications which will be discussed later.

10. During the war the Film Board staff and services had been expanded rapidly although not without difficulty to meet the emergency. In 1946, as part of the general policy of retrenchment, the budget of the Board was sharply cut, and services hastily expanded had to be as hastily reduced. Moreover, the need for, if not the usefulness of the services of the Board, was questioned in some quarters. It was suggested that production and even distribution could be carried on as efficiently and more appropriately by voluntary and commercial agencies. On this matter we have received many opinions and statements from voluntary societies. We present an analysis of them here as a preliminary to a report on the views of voluntary societies and of the public generally on this important matter.

11. About 120 organizations in briefs and evidence discussed the work of the National Film Board, some at considerable length. Most of them approved of its work, and asked that this work be extended. They went further. Many Canadians expressed pride in the work of the Film Board considering that, like our national radio service, it is a valuable and distinctive Canadian achievement. We have heard much of the Film Board's Canadianism:

"Working in fields so far unappealing to the commercial producer the Board has opened new horizons for hundreds of thousands of Canadians with its films on how people work and play in various parts of the country. It has helped to preserve local and regional traditions and pioneer handicrafts, and has aroused interest in new and creative uses for leisure time."⁴

The Board is also praised for its services to distant communities: its films reach "... in a dramatic way many who would not otherwise come into touch with the culture of the nation".⁵ There is a corresponding regret and even resentment at the reduction of the Board's estimates: "... The present policy of restricting [the] budget can only lead to a cultural impoverishment of the people of this country".⁶ These observations are typical of what we have heard from many other organizations.⁷

12. We received interesting information, however, on the way in which after 1945 the curtailments caused by the restricted budget had been partially overcome. In this emergency, self-operating film circuits were organized in many rural areas by those who were reluctant to be deprived of their monthly film showings. In this venture they were aided and advised by Film Board officials. Rural groups purchased their own projection equipment and trained their own projectionists. This could not be done easily or all at once, but the Board was able to cushion the shock by lending equipment for long periods to those ultimately prepared to purchase it. The showings had to be reduced from twelve to eight a year, but they continued regularly with the Film Board's "package programme". Many rural circuits are now operated or aided by provincial agencies.

13. A similar voluntary self-help movement occurred, also with the active co-operation of the Film Board, in more populated areas which after the war were completely deprived of regular Film Board showings. Groups of individuals interested in seeing films formed themselves into film councils. There are now nearly 250 of these, representing over 6,000 organizations. Unlike the rural circuits, these film councils receive no free programmes from the Film Board. Besides purchasing projection equipment and training projectionists, they are obliged to acquire their own films by purchase, rent or loan. The means by which they obtain their films are varied and complicated.

14. In brief, the limited number of prints available from the Film Board after their tour of rural circuits is distributed through the co-operation of many different institutions throughout the country, such as provincial film libraries, university extension departments, municipal libraries and various local organizations. The present system of film distribution in Canada, although somewhat complicated and far from adequate, strikes us as a remarkable example of improvisation with limited resources.

15. Voluntary and local effort plays an increasing part in the distri-

bution of films. In relatively wealthy and thickly populated regions film councils are appearing in rural as well as in urban districts. We heard of a county in Ontario where all schools and community organizations have joined together to form a film council. Also, in Ontario and in a number of other provinces, municipal libraries maintain film collections and even lend projectors, and give showings on their own premises. The most successful film councils work in close co-operation with libraries where they often keep their film collections. Groups belonging to the Film Society continue to receive films on various terms from the Society's library and to show them to members at a nominal charge; finally, provincial departments of education provide showings for schools.

16. Canada then is achieving a rapidly growing distribution of the documentary film through voluntary effort combined with municipal and provincial aid in various forms; and commercial distributing agencies take some part in this distribution. How far does the National Film Board come into the picture? In spite of the great increase in voluntary local effort, it has an essential role at every level. Its central and regional pre-viewing services have no parallel; it provides its rural circuits with free programmes; its deposits form the foundation of provincial film libraries and of the travelling film collections or "blocks" on which film councils depend. Its agents throughout Canada are prepared to help film councils and local libraries with advice and help. Their work is largely responsible for the remarkable development of voluntary effort in film distribution. We have heard this from voluntary groups themselves which have spoken with great warmth of the help they have received. The only complaints against Film Board distribution services from voluntary societies were that these services do not go far enough. Particularly from the towns come complaints from those who wish to see documentary films but who are not prepared to buy a projector or join a society. We have received the impression that the Film Board is a governmental agency which stimulates and inspires voluntary effort.

17. We turn now to the question of production. We have heard many comments on the quality of the films produced by the Film Board and by other producers, and we have heard much of the desires and the needs of the Canadian public. Voluntary organizations have enthusiastic praise for the work of the Film Board in making Canada known to Canadians. Films on the Canadian landscape, on Canadian communities, on Canadian painters and on Canadian songs have been mentioned by name over and over again, and we have heard repeated demands for many more of the same kind. Films on social problems have also received much praise, and more such films are requested. Films on Canadian history and folklore are appreciated and demanded on a much larger scale. Films on many other special subjects, covering a wide variety of interests, are proposed. Individuals, some with expert know-

ledge of films, have added their praises of the Film Board for its admirable experimental work which has led to important achievements, not only in new art forms, but in remarkably vivid and highly precise scientific photography. Development of the new and adaptable animation film on inexpensive but effective lines has been advanced, as well as novel and imaginative techniques in news-reel and instructional films; and we have been interested to learn of the international recognition earned by certain of the films of our National Film Board.

18. Criticisms both general and expert have been offered to us. Some voluntary societies have been very severe about certain films of the Board which they consider vague, incoherent and technically poor. Others complain of a succession of subjects treated in too general a manner, with nothing to follow up and "take you right into" the theme. One group demands fewer films to advertise Canada and more "to raise the intellectual level of the masses".⁸ Some, with special knowledge, criticize certain films on painting as being more dramatic than informative. The same criticism would apply, we are told, to supposedly factual films in various fields, produced by individuals relatively ignorant of the subject matter, who cannot resist the temptation to sacrifice reality to dramatic effect.

19. Some of these faults, it is said, may be attributed to lack of skill or care, or to a failure to obtain advice from those competent to give it. Others stem from the fact that many Film Board films are sponsored, and the delicate task of reconciling the didactic purposes of the sponsor with the creative instincts of director and producer must always present difficulties. Moreover, films are necessarily made to appeal to as wide an audience as possible. They may therefore not satisfy those with a special need. Teachers are particularly dissatisfied with many films because most of those received were not originally intended for the class-room.

20. Two special problems have been brought to our attention. One is the particular need of French-speaking Canada; French language films are in short supply. Practically all National Film Board subjects are put out in both languages, as are many industrial films of independent producers. Nevertheless, complaints come from French-speaking societies that the Film Board does not truly serve both language groups, no doubt because some of the French language films which are translations from the English are unsuitable for this purpose and therefore do not strike so authentic a note for French-speaking Canada as would films French in conception and execution. The resources of foreign films are naturally much less readily available to French-speaking than to English-speaking Canadians. Some excellent films have been prepared by the Province of Quebec, and a well-known American firm has undertaken to prepare French versions of some instructional films. Unfortunately, the limited resources of the Film Society have made it impossible to provide adequate

information services in French. The Film Board however at present includes in its budget \$146,000 for original French films.

21. The second problem is the inadequacy of central film services, a problem drawn to our attention by a number of individuals and groups including one of our principal national organizations in the field of adult education. It was pointed out to us that Canada needs: a national film library to be composed of an archival and reference section, and a lending section; a catalogue and information service, possessing a union catalogue of all film collections in Canada, and of major collections abroad, capable of providing special film lists and other information on request; an extension of film evaluation and utilization services, in order that groups may be sure of getting the kind of film they need, and of using it to the best advantage; a procurement service, that is, a centre through which films, especially foreign films, may be ordered; and a research service on general questions of the use and distribution of films in Canada, including the laws of censorship, often unknown to many film-using organizations.

22. Until recently these services have been partially but of necessity imperfectly performed by the National Film Society and the National Film Board, not without some waste and duplication of effort. In the summer of 1950 the National Film Society merged its identity in the newly-formed Canadian Film Institute directed by representatives of federations of film societies, of certain national organizations and of the National Film Board. Before this consolidation took place it was suggested to us that such a body might take on this responsibility. It seems to be generally agreed that these services are badly needed in the interests of better production and distribution, and that they can best be performed by a voluntary body supported by government aid. Such a body might be able to publish a journal for the impartial review of documentary films; the absence of such a publication has been deplored by several groups.

23. We return now to the question mentioned previously: has the National Film Board any essential part to play in peace-time? Chambers of Commerce and Boards of Trade have argued that in peace-time National Film Board production is unnecessary and undesirable. The Board, they think, should cease all production and confine itself to co-ordinating government film activities, and to advising on contracts for film production with private film companies. Some distribution services may still be necessary, although even there more and more is being done by local and voluntary effort.

24. In support of private production it is argued that some twenty companies in Canada are engaged in producing commercial films; that some of these have shown great interest and ability in creative and

original work; and that one or two have done really first class films which are now being circulated by the Film Board and by educational organizations. It is pointed out that certain "prestige films", with no advertising content, apart from the name of the sponsoring firm at the beginning and at the end of the film, have been produced in co-operation with a board of review representing the Film Society and four other national organizations interested in adult education. Some of these have been suitable for schools and for general purposes. It is suggested that these firms are quite competent to produce government sponsored films, as in fact they now do to a limited extent, and that the Film Board might well go out of production altogether or confine its productions to a few films on good citizenship and kindred themes; and that government contracts would give commercial firms more opportunity for experimental work, and healthy competition would ensure originality and freshness of treatment. Films for schools, it has been pointed out, give endless trouble to the Film Board because ten different provinces must be pleased; the proper way to satisfy this need is through provincial sponsorship.

25. These views, we are certain, would be strongly opposed by practically all the voluntary bodies which have presented briefs to us on this subject. As with radio, they are well satisfied with services received in the past although confident that further progress can be made. Again as with radio, they greatly fear the effects of commercialization and are convinced that the truly and typically Canadian films they want can be given them only by the Film Board. It may be added that, as with radio, there is an insistent demand for solid and improving productions; and there is widespread confidence that the National Film Board can and will produce them.

26. We could not fail to be impressed by the parallels between broadcasting and documentary film operations in Canada. Each is partly but not wholly carried on by a government body; private enterprise aids in broadcasting and operates independently in film production. Each offers services particularly useful to remote areas. Each gives great pride and satisfaction to Canadians who take pleasure in the thought that these Canadian institutions which do so much for national unity have no counterpart on the American continent. Each has been challenged as a government monopoly unjust to private and perhaps dangerous to public interests. To these charges the reply has been that only a national organization protects the nation from excessive commercialization and Americanization. In each case, in spite of differences concerning public ownership and private enterprise, the two in very different ways have been integrated so as to offer a service very generally acceptable to the public. There is, however, one sharp contrast. The Canadian radio system embraces the entire radio field and serves all kinds of radio interests. The documentary film, for all its popularity and increasing use,

still represents only a minute fraction of total film consumption in Canada. For general film entertainment, Canadians want commercial features; and in this field there is practically nothing produced in Canada. Promising developments in feature films Canadian in character are taking place in Quebec; but English-speaking audiences are still exposed to strange Hollywood versions of a Canada they never thought or wished to see.

CHAPTER V

THE PRESS AND PERIODICAL LITERATURE

IT is with some diffidence that we venture to include the newspaper and periodical press of Canada in this survey of the arts, letters and sciences. Officially we have no concern with newspapers or magazines; their publication in Canada is a complex, varied and specialized business on which the layman may comment only at the risk of banality or of serious error; and we shall be making no formal recommendations on these matters, although elsewhere we have noted certain disabilities affecting Canadian newspaper and periodical publishers. Nonetheless, it would seem to us incongruous in a survey of this nature to leave unmentioned the newspaper and periodical press of Canada which provides most of the reading matter of most Canadians, and which is still probably the chief source of knowledge to Canadians of their country and of one another. Our daily newspapers have an aggregate daily circulation of about three and a half millions; we have five weekend papers with a total circulation of close on two millions each week; there are about one thousand local weekly newspapers with circulations ranging from five hundred to ten thousand or more; we are informed that there are thirty-two Canadian farm papers with a total circulation of almost two millions; finally, our eighteen leading magazines have a combined circulation of nearly three millions, forty others add a further third of a million to this figure, and trade and technical journals would add a million more.¹ Such statistics, it is realized, are not in themselves very helpful; but from them it seems at least apparent that there is in Canada a vigorous press, and further, that the opinions, attitudes, tastes, beliefs and prejudices of Canadian citizens must be enormously affected, whether for good or ill, by this vast quantity of reading matter which so readily comes their way.

2. We have also been interested to learn that the circulation of Canadian newspapers has grown very rapidly over the last ten years, a growth that must be reassuring to those who feared some years ago that such new methods of communication as radio and documentary films would seriously threaten the traditional power of the press. In this connection we observe

that the Royal Commission on the Press in Great Britain, which presented its report in June of 1949, has no misgivings:

"The democratic form of society demands of its members an active and intelligent participation in the affairs of their community, whether local or national. It assumes that they are sufficiently well informed about the issues of the day to be able to form the broad judgments required by an election, and to maintain between elections the vigilance necessary in those whose governors are their servants and not their masters. More and more it demands also an alert and informed participation not only in purely political processes but also in the efforts of the community to adjust its social and economic life to increasingly complex circumstances. Democratic society, therefore, needs a clear and truthful account of events, of their background and their causes; a forum for discussion and informed criticism; and a means whereby individuals and groups can express a point of view or advocate a cause.

"The responsibility for fulfilling these needs unavoidably rests in large measure upon the Press, that is on the newspapers and the periodicals, which are the main source from which information, discussion, and advocacy reach the public. In recent years this function has been shared with the radio; but the impermanence of broadcasting, together with the limitations on the quantity and character of controversial material which can be diffused over the air, still leaves the Press in a central position."²

3. To what extent the press of Canada responds to these grave responsibilities, this is not the place, and we are not the body, to determine. An inquiry to this end, involving an investigation of such matters as the finances, the control, the handicaps, the freedom and the sense of responsibility of the press of Canada, lies far beyond our competence. We do not venture even to speculate on the importance of the newspaper press of Canada as an agency contributing to our national unity and our common understanding. This in itself would be a formidable inquiry. It is no doubt the duty of the newspapers of this country to report the news as precisely as they can; it is their privilege to give such emphasis to the news as, in their judgement, will make the paper more attractive, popular and successful. And it is still the fact that in Canada "news" is largely local or regional in character. A citizen of Vancouver, sojourning in Toronto, would find little news of his home town in the local press, failing an earthquake, a serious strike, a spectacular murder, a flood or an unseasonable and destructive blizzard. A citizen of Toronto, enjoying the hospitality of Vancouver, would normally find in the newspapers nothing to remind him that Toronto and Ontario were still there. In any small town in Canada the destruction of the bakery or a municipal scandal would sweep from the front page of the local paper the results of an election in a different province or the first performance of a Canadian symphony in London. This interest in and preoccupation with what is near and familiar

is not a symptom of a regrettable parochialism; it is part of the price we pay for inhabiting half a continent. Even if the physical difficulties of distribution could be overcome, by facsimile for example, a newspaper attempting to cover the national field adequately would probably have little appeal in any one locality; and a Canadian newspaper, to be truly national, would obviously have to be issued in French and English simultaneously, a venture which no Canadian newspaper however wide its circulation has yet undertaken. The only publication known to us as "national" in this sense is the *Reader's Digest* from the United States which enjoys a large circulation in Canada in both languages.

4. In commenting thus on the national press of Canada, we do not forget the remarkable role which the Canadian Press plays in gathering and distributing news in Canada. This co-operative enterprise which is maintained by some ninety-one daily newspapers in Canada and which also supplies news services to more than 100 Canadian radio stations was created with great difficulty and at great expense, but it has established an independent news service in Canada, designed to conquer Canadian geographical problems.³ We are not aware that the Canadian Press has been seriously criticized for any lack of thoroughness or objectivity. The Canadian Press, however, reflects both the virtues and the defects of good newspapermen throughout North America, and no doubt throughout the world. The news which it selects, the emphasis and the priority which it gives, its sense of news values are those which prevail in any competent daily newspaper in North America. The limited prominence which it gives to educational, scientific, and cultural matters is no doubt a reflection of the attitudes of the reading public of Canada.

5. Apart from the distinguished work of a few Canadian journalists voyaging or stationed abroad and of the Canadian Press bureaux mentioned below, our news of international events comes to us largely through the news agencies and the foreign news services of papers in the United States. Through the British United Press, which in Canada supplements the work of the Canadian Press, many of our newspapers are associated with the United Press and many more have available to them through the Canadian Press the world-wide services of the Associated Press. Many of our newspapers also subscribe to the International News Service, Reuters, the *Agence France-Presse*, the foreign news services of the *New York Times*, the *New York Herald Tribune*, or the *Chicago Daily News*. Although the Canadian Press, through its bureaux in New York, Washington and London, gives special attention to Canadian interests in these areas, we in Canada are largely dependent on foreign news services designed primarily to serve the United States. For this there appears to be no remedy, unless the newspapers supporting the Canadian Press judge that they can and should enlarge their independent news gathering services abroad;

probably few Canadians are aware that the news of the world which comes to them is largely gathered and written by Americans for Americans, and that if our newspapers did not subscribe to these extensive and highly organized news services of the United States we should often have very inadequate information on many important events.

6. To what extent the newspaper press of Canada contributes effectively to the development of Canadian arts and letters is a matter of opinion. Although many of our leading newspapers over the years have devoted generous space to book reviews and to commentaries on music and the arts, and although we have in Canada many editors who write thoughtfully and with distinction, we should hesitate to assess these influences upon our cultural life. If our critical literature is slight in volume, this may be a natural consequence of our tenuous creative abilities in the arts. We are informed that many editors would gladly engage competent writers in musical, dramatic or literary criticism or in the sciences, but that we do not seem to produce enough people interested in writing for the press with the qualifications essential to able criticism. Things are much better, apparently, with the press in French Canada where the old world traditions of criticism have been more carefully preserved and cherished.

7. The vigorous brief of the Canadian Daily Newspapers Association was devoted entirely to a discussion of the consequences to the present newspaper business if the new device of facsimile broadcasting should become, as seems possible, an effective and popular rival to newspapers as we know them. We can claim only an imperfect knowledge of this new medium of communication. In brief, as we understand it, this process can deliver directly into the home a printed newspaper as readily and by essentially the same means as radio and television are now received. No printing machinery or delivery services are needed, and any radio station could go into the newspaper business for a small fraction of the investment required to establish a normal newspaper. The Canadian Daily Newspapers Association states that this development will attract newcomers to the newspaper field, and that the facsimile reader will be able in his home to dial any one of several newspapers just as now he tunes his receiving set to radio programmes.

8. We are sympathetic to the anxiety which newspaper publishers feel toward the possibilities of this new medium. We can also readily understand the apprehension of newspaper men at the thought that this new means of newspaper publication should be subject to the legislation and to the regulations now governing radio broadcasting which, we agree, might not be reconcilable with our traditional views on the freedom of the press. To this important and difficult problem we shall return in Part II of this Report where we shall be presenting our recommendations on radio broadcasting.

9. In an early chapter of this Report which discussed the consequences

to our national life of Canadian geography, we referred to a comment of one of the representatives of the Periodical Press Association: "Canada . . . is the only country of any size in the world whose people read more foreign periodicals than they do periodicals published in their own land, local newspapers excluded".⁴ This statement, it seems to us, summarizes and illustrates most of the problems which we have had under review. To explain in detail the causes of this situation or to discuss adequately its implications would be a task of great importance which cannot be undertaken in the course of these general observations. We should like, however, in passing, to record our pleasant recollection of the session which we enjoyed in Toronto with the representatives of the Periodical Press Association who presented their problems to us with skill and good humour.

10. The periodical press of Canada, if it is possible to generalize on publications which include university quarterlies and much more popular weekly magazines frankly modelled on successful American publications, does undoubtedly make a conscious, and it seems to us, a successful appeal to the country as a whole; and in our periodical press we have our closest approximation to a national literature. It has given encouragement to Canadians writing about Canada, and not infrequently has the dubious pleasure of nurturing Canadian writers to the point where they can sell their wares to more affluent American periodicals. We are informed that the important Canadian magazines have a Canadian content of seventy or eighty per cent, that they do attempt to interpret Canada as a whole to all Canadians, that they comment vigorously upon national issues in a non-partisan spirit, and that they manage to survive and even to flourish although American periodicals outsell them by more than two to one in their own Canadian market. Canadian magazines, unlike Canadian textiles or Canadian potatoes, are sheltered by no protective tariff, although the growing extent of the Canadian market has attracted the interest of American advertisers and magazines so that competition from the south has become increasingly vigorous. We were impressed by the fact that the Canadian periodicals neither desired nor requested any protective measures apart from an adjustment of tariff rates on paper imported from the United States for publishing purposes. At present, they must compete with masses of American magazines printed on paper which pays no duty or sales tax to the Canadian Government; and they have suggested that a ninety-nine per cent drawback of the duties now paid on magazine paper imported from the United States would provide a helpful stimulus to their business.

11. We repeat that the problems of the Periodical Press Association seem to us to symbolize many of the problems of Canada as a nation and of Canadians as a people. We have in Canada no equivalent of the *Atlantic*, *Harper's* or the *New Yorker*. We do have, nonetheless, a

periodical press which, in spite of all temptations and in spite of occasional defections, insists on remaining resolutely Canadian.

12. A final word should be said about the non-profit periodical, the little magazine which, published by a small and confident group of talented people, not infrequently has given encouragement to a few genuinely creative writers, to poets in particular. Its literary and other criticisms are severe but usually well-informed, written brilliantly and without restraint. These small and generally short-lived magazines which attract few readers and as a consequence no advertisers, play a most important part in the cultural life of our country; their precarious life, their premature extinction and their courageous reappearance are no doubt all essential to our slow growth as a cultivated community.

CHAPTER VI

VOLUNTARY SOCIETIES

The Commission will examine and make recommendations upon . . . "relations of the government of Canada and any of its agencies with various national voluntary bodies operating in the field with which this inquiry will be concerned . . ." (From the Terms of Reference).

THE VOLUNTARY GROUPS IN CANADA

THE voluntary society has played an important part in modern history from the religious sects and the salons of the seventeenth century through the political clubs of the revolutionary era down to the nineteenth century with its innumerable organizations to aid, prevent, propagate or promote every conceivable end. The importance of voluntary societies in a democracy needs little emphasis in this generation which knows that their suppression is the first move of a dictatorship; but it is perhaps not fully realized to what extent democracy depends upon their activities. The fine tradition of the voluntary society which performs work of national importance beyond what government can or will do is perhaps rightly regarded by English-speaking Canadians as their special contribution to our common life in Canada. This claim is partly although not entirely justified, since France too has had her tradition of voluntary effort; but in a more fully centralized state the role of the voluntary organization has been inevitably less vigorous.

2. We have been much impressed by the vitality of this tradition in our own country. Through briefs and in other ways we have learned something of the multiplicity and the variety of the voluntary organization in Canada. Those societies which have appeared before us came not only to ask for aid but to give valuable information and advice. In discussing their work they have helped us to understand the place of the voluntary society

in Canadian life, its contributions and its problems. There has been a deep concern for the preservation of the voluntary principle and much intelligent discussion of how the government agencies with which we are concerned can help voluntary societies to achieve their aims without interfering with their freedom.

3. We discovered with interest that a number of societies coming before us were able to boast a long and honourable history. The first place—apart from ecclesiastical groups—belongs to the *Société Saint-Jean-Baptiste de Montréal* founded in June 1834 in the interests of French-speaking Canadians. *L'Institut Canadien de Québec* was founded in 1842, the Royal Canadian Institute came next in 1849, followed by the Royal Canadian Academy of the Arts in 1880, the Royal Society of Canada in 1882, the Federated Women's Institutes of Canada in 1897 and the Imperial Order, Daughters of the Empire in 1900.

4. Since the beginning of the twentieth century other groups have appeared, constantly increasing in number and variety. (The most recent was announced to us as we wrote this chapter, the Humanities Association of Canada.) With interests ranging from handicrafts to higher mathematics they are sustained by their enthusiasm and tenacity. On one coast we heard that Canada must have a College of Heralds and on the other that chess will eventually replace hockey as our national game. We may not have been entirely convinced, but we found it encouraging to meet people pursuing interests with an energy, and even with a fanaticism reassuring in a country where circumstances have exaggerated the virtues of the conformist.

HISTORIC AND GEOGRAPHIC INFLUENCES

5. In our examination of the voluntary societies we were struck by the manner in which they reflect the general processes of democracy, adapted to particular conditions in Canada. Many national groups are preserving their own traditions and blending them skilfully into a Canadian pattern, including of course, the original French communities and the disciples of St. George, St. Andrew, St. Patrick and St. David. Nor is regionalism confined to those from overseas. Maritime Associations are found everywhere except in the Atlantic Provinces and, of course, French-speaking groups flourish in English-speaking areas, and vice versa. Such groups by their very existence show the diversity within our unity.

6. The most striking characteristic of our voluntary groups, however, is the way in which they have immediately grasped and endeavoured to cope with a double problem discussed in the previous chapter: sparsely settled areas and their separation from one another by great distances.

It can well be said of Canadian societies that the surprising thing is not that they operate with difficulty but that they operate at all. They have met their challenges with determination and enterprise.

7. The purely local society is not directly affected by problems of distance. We had briefs from innumerable groups devoting themselves more or less seriously to the arts (painting, music, drama, photography, handicrafts) or to intellectual pursuits. With a wide range of interest and talent, from the symphony orchestra to the tiny group of experimental writers, they make their contribution to the pleasure and well-being of their communities.

8. Such societies nonetheless suffer from isolation. They greatly miss the profit and pleasure of outside contacts; and local drama, music or painting groups are often acutely conscious of a sense of isolation only partly remedied by affiliations which they or their professional members may have with the national societies. This has been a matter of general regret with all groups. It was mentioned with special force by the Ontario Historical Society. This organization although confining itself to local history suffers greatly from lack of intellectual exchanges with other bodies of parallel interest elsewhere.

9. Another special problem of the local society is the scantiness of the population. Even in large centres the number of qualified people willing to devote time and money to the promotion of the arts and sciences for their own sake is limited. In a small city or town the burden is likely to fall on a very few shoulders with the result that individuals with a strong sense of responsibility may be overburdened by their "voluntary" efforts. In many cities we were struck by the number of persons who appeared before us several times to represent different organizations. Although we are not unaware of the existence of the over-zealous worker, we received the impression that these were generally people who were persuaded to sacrifice most of their leisure because not enough leaders were available for the work that needed to be done.

10. We were therefore interested to see in several different cities a special kind of voluntary association. This was the "Council" or "Committee" representing a variety of organizations, each leading its separate existence, but combining for some common purpose. In this way time, work and money are saved by avoiding duplication of effort and securing a maximum of co-operation. We received briefs from seven such organizations in five different provinces.¹ These may represent arts and crafts societies as in New Westminster, Vancouver and Winnipeg, or all community organizations as in West Vancouver. The object may be simply the economy of effort already mentioned, or it may be the provision of a community centre for various activities. A most interesting account of such a community centre was given to us in Calgary. There, some years

ago, a committee took over a large and well-appointed house. Starting with the modest capital of \$300 raised from the sale of paintings donated by local artists, they now have a substantial annual budget and a membership of twenty-four groups representing all arts and crafts. This federation of groups told us of their pride in the results of their joint efforts, and in the fact that those taking part willingly set aside minor differences of opinion for the common benefit.

11. These societies can function more or less adequately in the local sphere, but are forced to husband their limited resources by developing machinery of co-operation which, to those who do not understand the need, might seem over-elaborate. Many learned and professional groups and the numerous societies which exist for a variety of causes which come under the term "education", normally have a national organization.² The latter are often organized on a local and regional as well as a national basis. Societies like these existing to arouse a sense of interest and responsibility in the public on a large variety of issues, local and national, to exchange ideas on questions of common interest, and occasionally to inspire legislation through the organization of public opinion, find a nation-wide structure a necessity, although it involves a burden of correspondence and heavy travelling expenses. The local group often enjoys a wide autonomy and undertakes on its own responsibility many activities. The general national interest is, however, maintained by national meetings and by the travel of executive members. It should be emphasized that with the exception of a very few learned societies who receive a modest grant from the government, these activities are carried on at the expense of the societies and of the individuals concerned. We think that the determination of national voluntary groups to carry on their work in the face of restricted means and isolation is another encouraging sign of the interest of Canadians not only in the affairs of their own communities but of the nation as a whole.

GENERAL AND SPECIAL CONTRIBUTIONS TO CANADIAN LIFE

12. The contributions of voluntary societies to national life in the arts, letters and sciences are referred to in one form or another in every chapter of this Report. Our purpose here is to mention a few of the different kinds of contributions made before considering the relations between voluntary societies and the government or its agencies.

13. The first and obvious achievement of the voluntary society is that it attempts to cope with the problem of "passive entertainment" of which we have heard a good deal. The fact that there is a tendency to spend increasing leisure in gazing and listening or in aimless motoring has been presented to us as a growing threat to culture and even to intelligent

behaviour. The voluntary societies with which we have dealt, by their nature require at least some participation from all their members. It may be true that many societies depend too much on their executives; but even in these societies there must be some general and helpful stirring of conscience among the inactive. It is unnecessary to dwell on the activities of the painters, musicians, actors and others. We should however like to mention the example of the Royal Astronomical Society of Canada which includes professional leaders, but seems to achieve a surprising amount of amateur activity in this difficult but popular science. Members, we were told, are encouraged not only to own but to make their telescopes, and one of the largest groups, in Montreal, has no professional leadership. The *Société d'Etude et de Conférences* works mainly in the fields of literature and the arts. It requires a yearly paper from each member. Some of these papers constitute distinguished contributions in their particular fields.

14. Another contribution of the voluntary society is its support of the general cause of arts, letters and sciences in numerous ways, both direct and indirect. The work of the radio and the school in developing appreciation of the fine arts is recognized, but these are no substitute for the intimate training given by the local group, not only to the performers but to their friends who come to criticize or applaud. Nor can any mass medium replace the training of the music and drama festivals where individuals and groups, " . . . pace one another on the road to excellence".³ Canadian Music Festivals and other voluntary groups all over Canada train the audience and discover and train the artist. They do more. They finance him as well. We were impressed by the large number of musical and dramatic groups which not only provide part-time employment for many of their members, but which promote their professional training by scholarships. Artists' and musicians' groups, though notoriously impecunious, give scholarships to their members and many groups make the raising of money for scholarships their main activity. There are few large funds, but so many small voluntary groups throughout the country offer aid which ranges from a modest bursary to a considerable travelling fellowship that to mention names would be invidious.

15. We heard from a number of groups operated for young people mainly through the activities of their elders. The activities of the Young Men's Christian Association, Young Women's Christian Association, Girl Guides, Boy Scouts and the *Association Catholique de la Jeunesse Canadienne-française* are well known. We were interested to learn of a number of other groups more directly cultural in their aims. The first Sir Ernest MacMillan Fine Arts Club was founded about 1937 by a staff member of a Vancouver high school, who, deploring what she regarded as the excessive emphasis on athletics for young people, wished to develop interests that would continue to grow as active participation in sports less-

ened. The membership is composed of those who without being artists themselves are amateurs in the proper sense of the term, taking their chief pleasure in the arts, and recognizing their responsibility to support the artist in the making. Much of the staff work is done by teachers or other adult friends. The movement has spread from British Columbia into Alberta and Saskatchewan. Similar societies, such as *Les Jeunesses Musicales*, have been established in eastern Canada. Another body on parallel lines but with somewhat different methods of operation, *Les Amis de l'Art*, was formed independently in Montreal in 1942. Also in Montreal is *L'Orchestre Symphonique des Jeunes de Montréal* intended to serve both the young musician and his friends by giving the artist an opportunity to perform and enabling his friends to hear good music inexpensively.

16. To develop an informed public opinion and to guide it into effective channels is another important function of the voluntary society to which reference has been made earlier. The pressure groups are always with us. It is therefore the more important that there should flourish in our society groups devoted primarily to intellectual and artistic purposes which can for that very reason be counted on, when occasion arises, to express sane and intelligent views on public matters. There are of course other organizations whose chief interest is the study and exchange of views on public matters. From some of these we have heard, such as the Canadian Institute of International Affairs, the National Council of Women, the *Fédération des Mouvements de Jeunesse du Québec*, *Les Cercles des Fermières de la Province de Québec*, and on a local scale, the Public Affairs Institute of Vancouver and the Discussion Group of Hamilton.

17. A number of important professional organizations offered detailed and informed comment on all the matters included in our Terms of Reference. We heard from the Royal Architectural Institute of Canada, the Professional Institute of the Civil Service of Canada, the Canadian Home Economics Association and the *Corporation des Agronomes de la Province de Québec*. The last two based their remarks on a detailed knowledge of certain special aspects of Canadian life. The Canadian Home Economics Association described with thoroughness and good sense the question of general education in rural homes. *The Corporation des Agronomes de la Province de Québec*, although speaking primarily as agricultural specialists, took a broad national view of our cultural problems with which they dealt on a generous scale and with characteristic clarity. We have had a carefully reasoned brief from the Canadian Jewish Congress and we were gratified to receive briefs from the three largest religious communities of Canada whose sense of responsibility in the moulding of public opinion was made apparent by their able and thorough treatment of the problems which we are called upon to review.

18. Many voluntary societies may also do excellent work in interpreting official policy to the public. "It is very difficult", says the Alberta Fed-

eration of Home and School Associations, "for the Department of Education to promote good education or to try out new ideas if the public are totally unaware of what they are trying to do. They rebel if new school text books are provided and so on. We try to keep them informed."⁴ The president of this society is also an official of the Department of Education and, as a consequence, information and criticism readily move in both directions. Information and opinion of an entirely different sort is disseminated by the *Société Historique de Québec*, which tries through radio work and a daily newspaper column to arouse interest in Quebec's historic past.

19. Every society with a nationwide organization must, through its activities, make some contribution to national unity and understanding. In Canada, however, since we have two main language groups, each imperfectly familiar with the other's language, the contribution of many of our voluntary organizations to this unity and understanding is inevitably somewhat restricted. Some groups have been established mainly to promote bilingualism in French and English, and to increase our sense of unity, such as the *Société des Visites Interprovinciales*; and, we understand, the Co-ordinating Committee of Canadian Youth Groups. The *Comité Permanent de la Survivance Française* and the *Société Canadienne d'Enseignement Postsecondaire*, where they operate in predominantly English-speaking areas, naturally serve the same end. We were impressed by the considerable number of national societies which sent to us delegations representing both language groups. The fact remains, however, that while voluntary groups perform a great service to national unity, with the exception of certain learned societies only rarely are they able to cross the boundaries of language.

20. We had many interesting briefs from societies representing groups proud to be able to trace their origins back to various countries in continental Europe. We were impressed by what they are doing to enrich our national heritage by preserving their distinctive and vigorous cultural activities. We were particularly struck by the contribution of these groups to Canadian music and to Canadian ballet.

21. Canadians are constantly reminded of the influences from abroad which have shaped their lives. It was therefore with particular interest that we learned of Canadian influences operating in other countries. Everyone is familiar with the numerous Canadian organizations which belong to international groups and which make their own contribution to the common effort. It may be less well known that the now world-wide Women's Institute movement originated in Ontario. The Musical Festival Movement spread from England to the Prairies, and is from there passing to the American middle west where amateur festivals not infrequently make use of experienced Canadian adjudicators. The *Société Canadienne*

d'Histoire Naturelle et ses Filiales has spread from Canada to the United States, to France, and to the West Indies.

22. One other very important kind of voluntary contribution must be mentioned. There is a certain mistaken tendency to dismiss disinterested projects of commercial companies as "just advertising". It is most fortunate for Canada that many companies are not satisfied with "just advertising" but have initiated well-planned and generous schemes to maintain good public relations by furthering the arts, the humanities and the sciences. Several companies are giving support to Canadian painters and to the Canadian theatre; textile and chemical firms have given encouragement to many young Canadian singers; a bank is publishing original Canadian short stories, and a company in Western Canada maintains a small but excellent museum and publishes a scholarly historical journal. The publication of an important work on Canadian history was made possible by another firm; and we know of the generosity of many Canadian companies in awarding scholarships amounting in value each year to a very large sum. It gives us pleasure to refer to these enlightened and public-spirited ventures.

THE VOLUNTARY SOCIETY AND THE GOVERNMENT

23. We consider that the relation of voluntary effort to governmental activity is the focal point of the work of this Commission. Indeed, it would not, we think, be an exaggeration to say that the democratic form of government is made practicable through the work of voluntary organizations which in matters of national importance complement governmental activity and not infrequently initiate projects which subsequently are taken over by the state. Many of the most important and spectacular achievements of Great Britain during the last century have been the direct consequences of the activities of voluntary societies, from polar exploration to prison reform, from libraries to life-saving, from art galleries to aeronautics. Much the same has been true in France, and in Canada we have stoutly maintained this principle of public service on a voluntary basis. On the important and difficult question of the relations between governmental and voluntary activities we have been glad to benefit from the experience of many of the voluntary organizations themselves. There is general agreement on the need to maintain individual initiative and a sense of responsibility and at the same time to take advantage of the economy of effort made possible by the services of certain governmental agencies in the modern state.

24. As to the best practical means of achieving this end we heard widely differing views. A number of groups warn against too much government aid, and, above all, against the measure of supervision which must go with

it: "Any help that should be given . . . should be very indirect. The greatest danger . . . that may face this sort of thing may be over-paternalism and guidance, over-solicitous guidance".⁵ This was the opinion of an official who had been authorized to use an amount of government money to bring together various groups in the Northern Ontario Art Association. Another witness in western Canada, experienced in adult education, warned that government aid can be excessive, inappropriate and meddling. Such help may duplicate voluntary effort or it may be given to meet a temporary need, and end, through official zeal, in discouraging voluntary effort. Apart from the benefit to those participating, good voluntary effort, we were reminded, is in the long run cheaper and more efficient than direct action by the government.

25. We received, however, an interesting statement from one who has had considerable experience as the servant both of voluntary societies and of a government agency. He warned us of the danger of regarding the activities of voluntary societies and of the government as mutually exclusive. He also protested against the unquestioning assumption that voluntary effort is good and government action is, if not bad, at least dangerous.

"Voluntary societies are not always good. They often have very narrow goals, are machinery for the expression of personal advancement, persist long after their usefulness because the officers need them to maintain status in the community, have difficulty developing and changing as the needs of their members change. It is customary to describe government workers as bureaucrats, but nothing is more bureaucratic than a society that hasn't changed its officers in ten or twenty years."⁶

26. With these varied warnings in mind we have considered the mass of information that has come before us on the relation of the government to the voluntary society. We were first struck by the way in which governments in Canada, both federal and provincial, have enmeshed their activities with those of voluntary societies until very often it is impossible to think of the one without the other. There is no doubt a connection between these joint efforts and the hard facts of Canadian geography and of the Canadian constitution. For example, five national voluntary activities of very great educational importance, the National Farm Radio Forum, the Citizens' Forum, *Le Choc des Idées*, *Les Idées en Marche*, and the Film Councils, depend completely on national radio or film services. These voluntary efforts grew out of services offered by the government and its agencies, which in turn often make their chief contribution through the work of the societies. There is no question here of aid given or received but of mutual effort.

27. There are other examples of combined governmental and voluntary effort related to our geography and constitution. The Canadian Association

for Adult Education and the *Société Canadienne d'Enseignement Post-scolaire* have a joint planning commission through which they consult regularly more than fifty bodies, including national societies, provincial departments of education, provincial universities and such federal agencies as the Canadian Broadcasting Corporation, the National Film Board and the Department of Agriculture. The Canadian Council for Reconstruction through UNESCO combined the efforts of some forty groups including voluntary societies, the National Film Board and the Department of Health and Welfare. The Canadian Welfare Council co-operates with very many voluntary groups, with municipal and provincial governments, and with the national government.

28. We have learned that this difficult question of the relation between the government agency and the voluntary society cannot be expressed simply in terms of aid from the public purse. More often than not something must be done which cannot appropriately be done by the government alone but which for various reasons may be beyond the competence of a voluntary society. Their joint efforts are not inspired solely or even principally by the need for financial aid. But many of them receive considerable aid, direct and indirect, through services and personnel from both federal and provincial governments. Some provincial governments, notably the province of Quebec, are most generous in their direct patronage of the arts and letters. Yet, in general, successive Federal Governments have shown little interest in these fields. Voluntary societies do indeed receive federal aid—at present \$791,504 is granted to some twenty-four different groups including \$356,876 to Fairs and Exhibitions and \$115,200 to Military Associations and Institutes. Only five of these organizations, however, are concerned with cultural matters, and these five together receive \$21,000. If national interest in voluntary effort in the arts, letters and sciences were expressed by existing grants of money from the Federal Government, Canada could scarcely be called a civilized nation.

29. The present tendency is toward increasing governmental action undertaken in co-operation with a voluntary group. Most voluntary groups which have considered this problem have referred to the way in which the arts were preserved and fostered in Great Britain during the recent war. The body now known as the Arts Council of Great Britain was founded in 1940 with some initial support from a private source. It was established as the Arts Council by Royal Charter in 1946. Its members are appointed and its funds supplied entirely by the government. Its object is to develop a

“greater knowledge, understanding and practice of the fine arts . . . and in particular to increase the accessibility of the fine arts to the public . . . to improve the standard of execution of fine arts and to advise and cooperate with our government departments, local auth-

orities and other bodies on any matters concerned directly or indirectly with those objects".⁷

Since 1940, when its budget amounted to £ 50,000, the Arts Council has steadily extended its activities. Its grant for 1948-1949 was £ 575,000.

30. The British experience has inspired great interest among Canadian voluntary bodies. There seems to be general agreement, however, that although many local groups neither need nor want direct government aid, and some in view of their purposes could not accept it, a large number concerned with arts and letters think that their usefulness could be increased by judicious help. Symphony orchestras, operatic and ballet groups, dramatic companies cannot carry on their very expensive activities without assistance from some outside source; and in Canada today that assistance can hardly be expected except from the government.

31. We observed above that five learned or cultural organizations now receive federal subsidies amounting in all to \$21,000. These societies are: the Royal Astronomical Society of Canada, the Royal Canadian Academy of the Arts, the Canadian Writers' Foundation, the United Nations Association in Canada and the Royal Society of Canada. We have noticed, however, that voluntary organizations interested in other fields are much more generously supported from federal funds; for example, the Canadian Olympic Association receives \$17,500 and the Canadian General Council of Boy Scouts \$15,000. We have noticed also that the Department of National Defence makes a grant to "Military Associations and Institutes" of \$115,200. In all the representations made to us on this subject we are unable to discover any explanation for these discrepancies between grants made for purposes which presumably are at least equally worthy. We think that a total grant of \$21,000 from federal sources is a completely inadequate reflection of public interest in the field of the arts and letters.

32. Our impression is that most voluntary societies would agree that to extend the present rigid and meagre system of annual grants without reference to special needs or special projects would not be the best way of encouraging voluntary effort. The various plans suggested for an Arts Council, different as they are in detail, all seem to have the merit of providing public aid in a manner at once more generous and more flexible than in the past. Two provinces, Alberta and Saskatchewan, have initiated projects for arts boards which are still in the experimental stage but which show promise for the future. We are of the opinion that the public is in favour of much fuller government co-operation in future with voluntary effort in the arts, letters and sciences. There seems to be a general desire that any aid given should be administered by a body similar to the Arts Council of Great Britain rather than by a government department.

CHAPTER VII

GALLERIES

THE NATIONAL GALLERY

OF ALL the Federal Institutions dealt with in this section the National Gallery has perhaps the most universal appeal, and has certainly achieved the widest contacts with the Canadian public. Some seventy briefs discussed its work, many of them in considerable detail. There was much appreciation and helpful criticism which will be noticed later. We were particularly interested in the wide variety of purposes represented by the groups which came before us to discuss the services and the problems of the Gallery.

2. The National Gallery has been in temporary quarters for seventy years. It was founded in 1880 by the Marquess of Lorne, who selected the pictures which were then lodged with the Department of Public Works. In 1907 an Advisory Arts Council was appointed, first, to administer grants to the National Gallery and second, to advise the Minister of Public Works on purchases of or expenditures on any works of art, including monuments in Ottawa and elsewhere. In 1910 the pictures were moved to the east wing of the Victoria Memorial Museum building where they still are. The Gallery was incorporated by an Act of Parliament in 1913, under the control of a Board of Trustees. The Board was entrusted with the development and management of the National Gallery, and with the cultivation of Canadian interest in the fine arts.

3. The various functions of the Gallery have been described to us in some detail in the National Gallery brief. The National Gallery, we are informed, should not in any sense play a paternal role in relation to other institutions but should advise upon, stimulate and co-ordinate art activities in Canada which the Gallery believes are the better for being the result of local initiative. The relations between the National Gallery and art societies in Canada have been, we are told, most cordial and co-operative.

4. The first charge of the National Gallery is, as the brief states, the development and care of the national collections. The Gallery's collection

of Canadian art is the most complete in existence, and the European collections, although not fully representative, are regarded as important by well-informed authorities in Canada and from abroad. Requests for the loan of important individual paintings in the collection for exhibitions in other countries are received from time to time. Each request is considered on its merits, in accordance with the importance of the occasion, the prestige and equipment of the receiving institution and the conditions of transportation. Such loans enhance the international recognition of the importance of the National Gallery collection, and the treasures of the Gallery become more widely known and studied by experts. Loans from the European collections in the National Gallery have been made to American and to British galleries. In 1949 a request was received for a Botticelli to be sent to a special exhibition in Florence.

5. The second important service of the Gallery is the arrangement of loans and exhibitions from abroad, or from its own holdings which are sent to galleries throughout the country. During the past twenty-five years exhibitions have been brought to Canada from some twenty other countries including Britain, France, the United States, Australia, Germany, Poland and Sweden. In addition, the Gallery sponsors exhibitions of Canadian painting which have increased in number from 31 in 1928-29 to 200 in 1947-48. These may be arranged by the chartered art societies, such as the Royal Canadian Academy of the Arts, the Canadian Group of Painters or the Canadian Society of Painters in Water Colour. The Gallery has arranged from time to time retrospective exhibitions of the work of Canadian artists, notably those of Morrice, of Emily Carr and of Pegi Nicol.

6. There are, however, two major limiting factors, apart from the cost, in the extension of loan exhibitions. One is the absence in other Canadian cities of fireproof buildings in which to hang the pictures, and the other is the want of experienced staff in local galleries to take care of unpacking, display and repacking. There are only about six local art galleries in the country completely satisfactory in these respects.

7. Another very important function of the Gallery is its general extension work. In 1922 the present Director, on tour in Western Canada, discovered the need for reproductions of Canadian pictures. A year or two later a series of reproductions in large and in postcard sizes was begun. These were sent out to schools with lesson leaflets prepared by an expert in art education. This educational programme was carried further with the development of radio which made possible broadcasts from the Gallery over the national network. The National Gallery has also taken an active part in the production of films dealing with the work of Canadian artists. It has encouraged lecturers from abroad to come to Canada. The officials of the National Gallery consider that broadcasts and films on art undertaken at national expense are a legitimate and essential

part of the Gallery's responsibilities. The production of large silk-screen prints of Canadian paintings was undertaken by the Gallery during the war. These reproductions have been displayed throughout Canada and in many places abroad. We were interested in a suggestion from British Columbia that they should be purchased for display in rural post offices in order to bring Canadian paintings to Canadians everywhere.

8. The National Gallery also undertakes to send exhibitions of Canadian art abroad. This work began in 1924 when the Gallery was put in charge of the Canadian Section of Fine Arts at the British Empire Exhibition in London. The event created great interest in Canadian art and has been followed by a series of Canadian exhibitions in various parts of the world for which the Gallery has been responsible. These include the first continental exhibition of Canadian art in Paris in 1927, and later exhibitions in the Argentine, South Africa, Australia and New Zealand. The series culminated before the recent war with the "Century of Canadian Art" at the Tate Gallery in London in 1938. Since the war there have been other important exhibitions including the recent large and representative one in Washington.

9. The National Gallery states that it can only with difficulty carry on even its present services unless certain immediate needs are met. First of all, it asks that its present anomalous position in relation to the Department of Public Works be clarified and that it be established as a separate branch of government under a Board of Trustees, with a status similar to that of the Public Archives. It is further suggested that the general advisory functions of the former Advisory Arts Council be revived and re-assigned to the Board of Trustees of the National Gallery. It is considered important that some competent authority be responsible for advising the Government on such art matters as are properly a matter of public interest.

10. The second pressing need, according to the brief, is a new building. The present building is inconveniently situated, ill-arranged and badly lighted; it lacks proper facilities for the staff; it is overcrowded, and the temporary partitions together with the highly inflammable materials used in the basement workshops form a serious fire hazard. The very large collection of historical paintings of the First and Second World Wars is, for the most part, still in storage. The new Gallery should have adequate space for the display of pictures, prints and drawings, sculpture and loan exhibitions, a reference section, a library and proper office accommodation and an air conditioning plant. A photographic studio and a laboratory for the inspection and repair of works of art are also necessary. The present laboratory, which is completely inadequate, undertakes to serve all the public galleries in Canada.

11. A greatly increased staff is also needed immediately since the amount and the variety of work at present is quite beyond the power

of the Director and of his three professional assistants. The following statistics¹ give a comparison between the present staff of the National Gallery and the staffs of certain American galleries which, although they may have larger collections, obviously have not comparable national responsibilities:

	Staff Members
Philadelphia Museum of Art	46
Cleveland Museum of Art	45
Museum of Fine Arts, Boston	43
Worcester Art Museum	33
Art Institute of Chicago	32
Toledo Museum of Art	26
National Gallery of Canada	4

It was suggested to us that the staff of the National Gallery should be at least doubled immediately.

12. For the extension of the staff and for the purchase of works of art an increased appropriation is urgently needed. Another comparison with the annual budgets of American galleries shows how modest is the amount spent by Canada's National Gallery:²

	Purchase Fund	Total Expenditure
Boston Museum of Fine Arts	\$317,498	\$955,963
Toledo Museum of Art	328,447	656,894
Cleveland Museum of Art	157,305	493,754
Philadelphia Museum of Art	not published	798,094
National Gallery of Canada		
(average for 10 years)	32,000	90,000
(appropriation 1950-1)	75,000	260,770 ³

In the ten years before 1950 the National Gallery cost the country less than one cent per head of the population per annum. The figure in the United Kingdom and in the United States would be at least three or four times this amount.

13. We received interesting information on the Industrial Design Section of the National Gallery, a recent venture which has received much support and encouragement. In a number of western countries there have been conscious and concerted efforts by government departments and agencies, manufacturers and others for the improvement of industrial design. The well-known Swedish experiment was described to us as well as more recent developments in Great Britain and in the United States.

14. In Canada, there are few industrial designers and only since the recent war has there been official recognition of the importance of Canadian industrial design. In 1946, the Department of Reconstruction and the National Research Council co-operated with the National Gallery and the National Film Board in putting on an exhibition which might provoke

interest in the matter. The exhibition was arranged, was shown at the convention of the Canadian Manufacturers' Association and later toured the country.

15. As a result of the interest aroused among manufacturers and others, a small office was established in 1947 under the supervision of the National Gallery to investigate problems of industrial design, to establish a record of all original Canadian work, and to answer the numerous requests for information. In the following year, partly because of American exchange difficulties and the resulting demand for parts and products designed and made in Canada, there was established an Advisory Committee of some thirty manufacturers, designers and representatives of universities which meets several times a year to advise the Industrial Design Section, to co-ordinate efforts for the improvement of industrial design, to develop public interest through exhibitions, and to provide training for those engaged in design through the grant of scholarships.

16. The great need of the Industrial Design Section at present is for more space for its activities and for exhibition purposes. We understand that arrangements are being made to meet this need. We have been reminded more than once of the importance of good industrial design as a means of raising the level of public taste. In the United States, as in our own country, art galleries have assumed much responsibility in this work of general education.

17. We have dealt with the work of the National Gallery in general terms because, as the preceding pages have shown, much of its important work goes on outside the building, and far from Ottawa. It was mentioned earlier that the original function of this national institution was to encourage Canadian interest in the fine arts. It operates therefore not only in Ottawa but throughout the country, and to see its work as a whole one must leave the capital and visit the local galleries in the provinces.

LOCAL GALLERIES

18. The local art gallery in Canada, although confronted with serious and sometimes baffling problems, presents on the whole a cheering picture. Just as the National Gallery is the federal institution in which voluntary societies take the most interest, so the local gallery in many places receives the warmest support. There are a number of reasons for this. Painting is one of the arts in which Canadians have acquired some reputation even beyond the borders of the country, and there is within Canada a wide and growing enthusiasm for amateur painting. Moreover, local galleries have been fortunate in maintaining a connection with and securing services from the national institution, as well as in co-operative efforts among themselves. A reading of the briefs and evidence reveals no undue com-

placency but an intelligent and critical evaluation of what they have been able to do for themselves and of what the National Gallery may do for them.

19. We have heard from nine galleries in all, including all but one of the "Grade A" galleries in Canada, so called since they have reasonably fireproof buildings and are recognized by the National Gallery as suitable and safe for valuable exhibitions. We have also learned of nine other regular exhibition centres, and of nine painting and sketch groups which hold exhibitions as or when they can. We have thus learned of the plans and problems of a great variety of institutions from the large metropolitan gallery to the local sketch group holding its annual amateur exhibition in the basement of the fire hall.

20. It is, however, scarcely necessary to mention that there is no gallery in Canada to compare with the wealthy and established institutions to be found in the United States and abroad. All galleries in Canada regard themselves as poor; but with their limited resources they try to carry on all usual functions of such institutions and to make the most of what they have. Collections are developed with care and economy. Poor galleries, we were told, cannot afford to buy in the fashionable market, but must secure what is good at a time when it is not dear. There was much interest in problems of arrangement and display to meet the needs both of the public and of students. Small and flexible permanent displays with special facilities for students are recommended by the Art Gallery of Toronto.

21. Much attention was given to travelling exhibitions which naturally are of special interest to small galleries. All those from which we heard receive exhibitions from various sources; through the National Gallery, or directly from abroad, and from different parts of Canada. Local exhibitions, professional and amateur, especially the latter, are of course available to all galleries, large and small. Some larger galleries, although they may depend exclusively on local support, devote much time and effort to organizing regular series of exhibitions in smaller galleries in their areas. The Art Gallery of Toronto offers a number of circulating exhibitions every year to various institutions. These are composed mainly of photographic panels or reproductions, with a few originals. For the past seven years, the London Art Museum has operated a regular circuit in nine cities of western Ontario; sometimes speakers accompany the exhibitions. Other cities have asked to be admitted to this circuit and have had to be refused; but occasional exhibitions have gone much farther afield, even to Prince Edward Island. The gallery would like to increase this service, at present offering about 100 showings a year, if its resources permitted.

22. Art circuits may also be arranged co-operatively by all the galleries in a certain region. In Western Canada three "Grade A" galleries participate with eleven smaller galleries to form the Western Canada Art Circuit, created in 1944 to facilitate the exchange and circulation of

exhibitions among its members. Exhibitions are selected and a schedule is drawn up at an annual conference. A nominal charge to each centre for every exhibition has recently been established, but most of the work must be done, with difficulty, by voluntary effort and in the "spare time" of the Director, who is also Director of the Calgary Allied Arts Centre. These services stimulate and nourish the small and isolated centres. Were it not for the Western Canada Art Circuit, we were told, there would not be more than four or five galleries in Western Canada.

23. It is in the arrangement of travelling exhibitions that the local gallery and the National Gallery have their most intimate contacts and most fruitful co-operation. Although local galleries are not exclusively dependent on the National Gallery for their exhibitions, they do draw on its resources to a considerable degree. On the other hand, without the premises of the local gallery and the services of those responsible for them, the National Gallery would be unable to perform what is, as we have seen, one of its chief functions, the sending out of travelling exhibitions throughout the country for the benefit of the Canadian people as a whole. We found everywhere in Canada the warmest appreciation of the exhibitions of the National Gallery. These expressions of appreciation were accompanied by helpful and constructive suggestions.

24. On the subject of travelling exhibitions, forty groups in all parts of the country discussed their problems and their needs. It must be remembered that exhibitions, important to all galleries, are essential to the smaller ones, which depend on them for most of their interest and support. We received numerous statements that the National Gallery should send out more exhibitions and, if possible, exhibitions of higher quality. A better representation of Canadian painting in particular was urged. Local galleries also described to us the difficulties under which they often must work. Lack of adequate permanent premises, lack of facilities for unpacking the pictures received for exhibition purposes, and want of even sufficient experienced help have meant that local arrangements must often be made at the cost of much sacrifice of time and effort on the part of busy people.

25. The officials of the National Gallery were clearly well aware of these problems. The Gallery fully shares the view of local institutions that it exists to serve the nation and not the capital city alone. As we have said, the Gallery for many years has maintained a generous and even ambitious policy of travelling exhibitions, and has regarded this activity as a major responsibility. A substantial proportion of its expenditure, apart from purchases of works of art, is directly related to extension services to other parts of Canada.

26. Since it is responsible for the pictures belonging to the nation, the Gallery, as was pointed out, must ensure that these are not exposed to undue risks through lack of careful handling and unnecessary hazards in

the premises where they are shown. As we have already mentioned, the Gallery suffers from shortage of space and from insufficient staff. These factors have limited the expansion of the Gallery's services. Our attention was drawn by local institutions to the importance of personal contact between themselves and the National Gallery; they suggested the appointment of regional directors in their areas to serve as links between themselves and the Gallery. We understand that this could be achieved by an increase in the Gallery's staff, which would make possible closer personal contact between the Gallery and the local institutions, to the advantage of the important common task in which they are co-operating.

27. We believe that the organizations which have appeared to discuss this matter would wish us to state once more that their criticisms were not intended to convey any lack of appreciation of the exhibitions received. The following quotation from the Royal Canadian Academy of the Arts would, we think, find general acceptance:

"The Academy wishes to compliment the Trustees of the National Gallery, their director and his assistants, on their able and imaginative administration. It is well known that they have carried out their programme under most confining circumstances, without a home of their own, and without adequate facilities of any kind. With the most meagre subsistence allowance, they have attempted to cope with the growing cultural needs of a modern state. Though Canada now ranks third among the trading nations of the world, we find its National Gallery still operating on a budget more appropriate to an earlier age and in a manner incommensurate with its national responsibility."⁴

28. An activity of local galleries which they consider important and in which they would welcome help and co-operation from the National Gallery is the provision of regular instruction in art for children and for others of all ages and, in general, the encouragement of amateur efforts of all kinds. As a rule, the task of the gallery is not so much to arouse interest as to meet an insistent demand. We were particularly interested to learn of generous grants made by the Carnegie Corporation of New York to galleries in Montreal, Toronto, Winnipeg, Vancouver and to the National Gallery of Canada, for developing educational programmes in art museums. The funds from the Corporation are now exhausted, but as far as possible the work is continued with local support. In particular, the Montreal Museum of Fine Arts maintains a regular School of Art and Design, offering a three year course, and serving in various ways nearly 500 students. This is, of course, a special project, but is not unrepresentative of the responsibility felt by art galleries in general for the education of the public. Less formal education is carried on in a variety of ways through loans and loan exhibitions to schools and other institutions, special gallery lectures, picture rentals and other devices.

29. Many suggestions were made about ways in which the National

Gallery could help this educational work. There was a general expression of opinion that exhibitions should be accompanied by experienced lecturers. The request for lecturers with exhibitions or simply with coloured slides came from ten groups in various parts of the country.⁶ If it were found impracticable to send out lecturers, appropriate publications were suggested. A number of organizations mentioned with enthusiasm the successful magazine *Canadian Art*, a National Gallery publication begun in 1942.⁷ Other educational services requested were more and better reproductions, a more popular magazine of art, more publicity for existing art library facilities, a union catalogue of all public and private collections in Canada available for lending, a photographic and film collection of Gallery holdings from which prints might be distributed, a loan system of coloured slides with descriptive lectures for schools, and a series of radio broadcasts of high quality. The brief of the Art Gallery of Toronto discusses in some detail the functions of a gallery in relation to lecture tours, extension lectures, broadcasts and so forth.

30. The nation-wide problem of securing and retaining a trained staff was discussed thoroughly. This problem closely affects both the everyday work of the local gallery and its relations with the National Gallery. Several interesting ideas were presented; for example, that the facilities of the National Gallery, in co-operation with other large galleries, be more completely organized for the training of curators. The possibility of scholarships for travel abroad was also discussed. The urgent need of small communities for persons with at least some training was repeatedly brought to our attention and the suggestion made that the National Gallery offer short courses for the immediate use of community leaders, some of whom might ultimately wish to become professionals. Finally, the request was made that the National Gallery arrange an annual convention for directors and curators with a view to their mutual instruction and inspiration.⁸

31. One other important question received attention from a number of groups: the relation of the Gallery to the contemporary artist. It was pointed out that Canadian artists depend much more on public and less on private galleries than do their fellow artists in the United States. Increased purchases by the National Gallery of contemporary Canadian art would provide one remedy. Annual artists' shows nationally sponsored with financial awards were also proposed, and exhibitions of the successful pictures throughout Canada after their display in the Gallery. The Federation of Canadian Artists would like a National Gallery committee to promote the sale of Canadian pictures. Two organizations suggested rental fees for pictures, a practice which, as we remarked elsewhere, is followed in Great Britain. Finally, on the assumption that the former functions of the Advisory Arts Council would be resumed by the Board of Trustees of the National Gallery, two national groups of artists suggested the appropriation of one per cent of the cost of all federal buildings for sculpture and murals.

32. A final problem discussed by many local art groups must be mentioned because it proposes an important change in Gallery policy on which there is definite disagreement. Certain groups suggest that the Gallery, to be truly national, should be decentralized. Some eight organizations and individuals advocate branch or affiliated galleries throughout the country with (some suggest) at least one in every province.⁹ The exact relations which these should have with the central gallery are not always made clear. One group seems to imply that these branches should be owned by the Federal Government. Another suggests that an assistant to the curator be supplied by the Federal Government. Most seem to have in mind a gallery, supported by local funds, receiving national pictures on permanent loan. It was submitted that this would encourage cities and towns throughout the country to raise their standards of building and of curatorship.

33. To this plan one group was definitely opposed, objecting to any dispersal of the national collection. Others, without going so far as to suggest branch galleries, suggested semi-permanent loans on a generous scale, or alternatively, the practice of having an important part of the Gallery collection on tour constantly, spending perhaps a year at a time in each "Grade A" gallery.¹⁰

34. In general, it is probably true to say that most organizations would be satisfied if arrangements could be made to finance a more extensive exhibition policy. Five national organizations of widely different interests, (only one of them even indirectly connected with the fine arts) advocated nation-wide exhibitions, if necessary, at the nation's expense.¹¹ There were many detailed suggestions for increasing the number of National Gallery exhibitions, and for means by which they might go to smaller places. The importance of offering small collections for places of limited exhibition space was emphasized by one group with a small but fireproof hall. There was also some discussion of the needs of rural areas, and it was suggested that they might be served by exhibitions of reproductions and of photographs, perhaps through the co-operation of such rural organizations as the Canadian Federation of Agriculture and the Women's Institutes of Canada or *Les Cercles des Fermières*.

35. In all our dealings with local galleries we were much impressed by the enthusiasm with which they were operating, under very difficult conditions, and by their determination to increase and develop their activities. Many of their comments on the National Gallery clearly indicated both their conviction that this important national institution could do much to help them and their determination to exploit its resources to the full. The many helpful suggestions and criticisms offered are evidence of the keen interest which has been developed in painting and the related arts through the joint efforts of the National and the local galleries.

CHAPTER VIII

MUSEUMS

NATIONAL MUSEUMS

WE DO not question the familiar maxim that a nation gets pretty much the sort of government which it deserves; but in reviewing the development of certain agencies of the Federal Government, it seems to us that devoted and far-seeing public servants have often achieved much more than the very limited support which they received from governments and from the public would lead us to expect. The present National Museum provides evidence for this view; it dates from 1842 when the Geological Survey of Canada was established to provide accurate information on the country's natural resources, its rocks, soils and minerals, to prepare maps, and to collect specimens. Geologists, however, have traditionally been men of wide learning and of varied interests, and the National Museum, with its valuable collections suggests how zealously and how generously the directors of the Geological Survey interpreted their instructions. Logan, Selwyn and Dawson, with their enthusiastic colleagues and successors, managed to create and develop a great national institution almost as a by-product of their formal duties, although these were by no means neglected, as anyone may learn who reads the present Museum Curator's account of the first century in the history of the Geological Survey.¹

2. The National Museum, although essentially a museum of natural history, has not been restricted by its successive directors to the geological and biological collections of Canada; a very important anthropological section has been developed, with a particularly rich collection of Iroquois, Eskimo and West Coast ethnology; in addition, there is an admirable collection of phonographic recordings of more than six thousand French Canadian songs in addition to several hundred from English-speaking Canada, the last coming chiefly from the Maritimes. The museum possesses also three thousand songs of Indian origin. These collections are in part the result of researches conducted by field parties which carry on investi-

gations in various parts of Canada every summer. Arrangements may also be made whereby the Museum finances, in part, the work of university professors, or co-operates with other institutions in Canada and elsewhere. Such arrangements are made particularly for investigations in archaeology and folklore.

3. From the Director of the Museum we received much interesting information on the work, the plans and the problems of the Museum. The Museum at present is a part of the National Parks Service of the Department of Resources and Development. It is intended to "illustrate Canada's rocks, minerals, ores, fossils, both vertebrate and invertebrate, soils, topography, scenery, birds, mammals, reptiles, amphibians, fish, forests, water-powers, people and their culture . . ." The Museum does not, of course, do all these things at the present time. It has developed and changed with the Department in which it is incorporated, and its activities have been restricted in some directions and extended in others. For example, the Museum is now independent of, although still associated with its parent, the Geological Survey. Geological exhibits are still shown in the Museum, but the field work and classification are carried on separately. The scientific departments are now three in number, zoology, botany, and anthropology. The last named has grown extensively and surprisingly as has been suggested above. Apart from important Indian and Eskimo collections, it has conducted researches in Indian, Eskimo, French and English Canadian folklore, music, dances, costumes, arts and crafts; it is making a collection of French-Canadian furniture; and it is planning as its next project the recording of the folk songs and dances of Newfoundland.

4. Two immediately pressing problems were discussed before us at some length. First, the premises of the National Museum are quite inadequate. Space is so restricted that about two-thirds of its exhibits must stay in storage; the east wing of the building is still occupied provisionally by the National Gallery as the result of an arrangement which has persisted since 1910. Although the Museum was given a separate status and a director of its own in 1920, the Geological Survey, by whose officials it was founded, still occupies a large part of the space in the building. Arrangements are now in hand to separate physically as well as administratively the Museum and the Survey; and the space so released, it is hoped, may be available for museum purposes.

5. The National Museum operates on a budget appropriate to the modesty of its quarters. We are informed that in Great Britain treasury grants to ten important museums amounted in 1949 to £1,176,639. The Chicago Natural History Museum and the American Museum of Natural History have annual budgets of \$1,012,000 and \$2,085,025 respectively, while the Smithsonian Institute has an annual disbursement of \$1,062,737 in approximately those fields covered by our National Museum; the

budget of the National Museum of Canada in 1949-50 was \$177,500. We have noted also with interest that the American Museum of Natural History employs more full-time scientists in its Insect and Spider Division alone than are employed in our National Museum as a whole.

6. Certain matters of general policy were also discussed during our hearings on the National Museum. This Museum, although known as the National Museum, is in fact a section of a branch of a government department. Some confusion of terminology, perhaps even of thought, has resulted. Referring to a certain department of government, the Director states that it “. . . could very well have a hall or two in the National Museum even though [it] is a separate department from Mines and Resources”.³ It was further suggested that “other departments . . . would almost certainly welcome a proposal to have exhibits in the National Museum which would illustrate the resources with which they are directly concerned”.⁴ We are not implying here any excessively narrow departmentalism. The Director and other officials of the department impressed us with their interest in the Museum as a national institution; and, as we have stated, its broad national character is a result of the disinterested enthusiasm of geologists and other scientists of the present and the past. It is their very zeal that has created a national institution which they are still inclined to think of in departmental terms.

7. Another matter discussed with the Director was the definition of the various functions of the Museum and their relative importance. Four were mentioned: the collection of material in “natural history”; scientific research and publications based on this material; exhibitions; general education through travelling exhibitions, lectures, radio talks, popular publications, film strips and like methods. It was difficult, we were told, to place these in order of importance, but the responsibilities of collection and research were considered on the whole to stand as the first two of the four functions. This is indeed substantiated by the fact that in the three departments the ten professional members all give themselves primarily to scientific research, although aiding and co-operating in exhibition and educational activities.

8. Finally, we considered the very important matter of duplication of services. We learned that in addition to the National Herbarium in the Museum, a Herbarium similar in type, although somewhat smaller, is maintained by the Department of Agriculture; in this same department, it appears, exists the only National Mycological Herbarium as well as certain display collections of horticultural plants. Such duplication in different institutions, it was pointed out, is not uncommon in other countries, and need not necessarily result in a serious waste of effort. At the same time, we understand it has caused some concern to officials of the government. In 1939, a representative of the Civil Service Commission presided over a meeting between officials of the Museum and the Department of

Agriculture to consider the matter. Decision was postponed until the proper functions of the National Museum should be authoritatively defined.

OTHER "NATIONAL MUSEUMS"

9. Apart from the National Museum we received a number of representations about other national museums. One of these, the War Museum, is in existence. The others, it is stated, should be created to remedy serious deficiencies in our national life.

10. We received an interesting brief from the Canadian War Museum. This museum suffers from the same maladies which are endemic to our other national museums and galleries: insufficient space and insufficient funds. The Canadian War Museum is housed in a one storey stucco building with dimensions of 110 feet by 48 feet and has limited workshop and storage space in another building measuring 75 feet by 40 feet. The budget for 1949-50 was \$16,900. In 1949, 97,404 people visited the museum, and we are told that the numbers for 1950 were over 100,000. Because of its inadequate facilities, the museum finds it impossible to accept for display a great number of interesting but bulky items such as aircraft, guns or tanks. What is even more unfortunate, important items of the War Museum collections for which there is no room in Ottawa have had to be dispersed to various scattered localities in Ontario, Quebec and the Maritimes, and stored in unsuitable accommodation. Moreover, in Camp Borden, Valcartier and elsewhere, there are held in storage considerable quantities of foreign war material destined for the National War Museum. In August of 1949 a very large quantity of German, Japanese and Italian equipment (small arms, mortars, optical instruments) housed in a temporary wooden structure at Camp Borden was destroyed by fire, an irreplaceable loss. It seems quite evident that if the Museum Board is unable through lack of space to accept further exhibits there is a very real danger that these will be destroyed or lost.

11. Apart from the War Museum, Canada has no historical museum to preserve and interpret the traditions of the past, although various collections of appropriate material enrich our capital city. The Public Archives now houses the nucleus of an historical museum including costumes, weapons, pictures, coins, medals and other important material. The valuable Indian, Eskimo and other ethnographical collections of the National Museum already referred to are of great significance. Many of the paintings of the recent war, now sheltered but rarely exhibited by the National Gallery, might find their proper place in a museum of history. Finally, students of history, as well as a small but enthusiastic group of numismatists, would be very glad to see the nation's coin collections, now dispersed and relatively inaccessible, gathered in one place and adequately displayed.

12. Moreover, as we have been told, we have no museum to illustrate the substantial contributions of our country to scientific and technical progress. Canada, in the last fifteen years, has become one of the world's important industrial nations; and a science museum would serve not only to record Canadian achievements in science and technology but as a valuable guide and as a reference for future developments. The National Research Council has collected and stored a considerable number of exhibits illustrating the development of aviation in Canada; probably few Canadians, we imagine, are aware of experimental work done in this country early in the century on propeller design, and a little later on the variable pitch propeller. The National Research Council is also the custodian of a number of valuable historical exhibits related to general science, radio and surveying, and these, together with the museum of farm implements, now at the Experimental Farm in Ottawa, should, it was proposed, properly be in a national science museum. On this subject, the submission of the National Conference of Canadian Universities was of great interest to us:

"The development of early maturing wheat, rust-resistant oats, the bacon hog, high-laying strains of poultry, and thousands of other comparable achievements in agricultural science have markedly affected the Canadian economy. The transition of farm machinery from the pioneer hand-operated implement is worthy of recognition in any science museum. The processes of Canadian industries, such as pulp and paper, mining, refining, glass, etc., and the development of the incandescent lamp, the telephone, radio, radar, television, etc., should be preserved, even in model form, for future generations who will never recall that such things were non-existent in the days of our parents or grandparents. The Canadian discoveries of insulin, premarin, emmenin, parathormone and many other significant medical and biological contributions should be available as stimulating evidence of Canada's activities in the broad realm of science."³

13. We have also been informed that there is no adequate Botanical Garden in Canada, although important work is carried on in Montreal and elsewhere. In this deficiency Canada is unique among the advanced countries of the world. On this rather curious lack in the equipment of a country so vitally concerned with forest and agricultural resources, we have had persuasive representations from the Royal Society of Canada, the *Institut Botanique de l'Université de Montréal*, the *Société Canadienne d'Histoire Naturelle*, the *Jardin Botanique de Montréal*, the Professional Institute of the Civil Service of Canada, and a joint statement from the Victoria and Islands Branch of the Agricultural Institute of Canada and the Victoria History Society; from this last statement we quote the following:

"Considering the predominant place that vegetable resources have in our economy, it seems unfortunate that Canada should be

practically the only country in the world without the facilities of a botanical garden. What this has meant to agriculture, forestry, and conservation in general is easily understood. In terms of floods, wind and water erosion, the denuded forest lands, abuse of our plant resources is painfully obvious wherever one goes in the Dominion.⁷⁷⁶

14. We were told that because of the climatic diversities of our country, no single botanical garden, wherever established, could be adequately representative of Canadian flora, and that however desirable it might be to create a botanical garden in the Ottawa area, it would be necessary to organize branches elsewhere in co-operation with existing or projected botanical gardens in certain of the various climatic areas of Canada; this view is shared by the authorities who have appeared before us. Moreover, there are a few local zoological gardens in Canada but we were reminded by the *Société Canadienne d'Histoire Naturelle* and others that Canada needs a National Zoological Garden. Finally, there have been important representations on our lack of a National Aquarium, a strange gap in the resources of a country where fishing, apart from its great economic importance, is historically our senior industry.

LOCAL MUSEUMS

15. In Canada, with a very few notable exceptions, local museums maintain a courageous but precarious existence, giving to their communities such services as their unsuitable quarters, inadequate budgets and the volunteer help of a few enthusiasts can maintain. It is probably true that most Canadian citizens remain throughout their lives quite unaware of the pleasure and enlightenment which an adequately planned and equipped museum could give them. The sorry plight of museums in Canada is appropriately matched by a widespread public indifference to their inadequacy. Which is the cause and which the effect cannot readily be determined.

16. This indifference makes it the more difficult to secure exact information. In a western city we stumbled, as it were by accident, on a most interesting collection hidden in a basement. The curator gladly showed his exhibits and explained his problems, but modesty had restrained him from presenting a brief for our information. We have, however, received much valuable information from a number of local museums and their curators, and from the newly formed Canadian Museums Association.

17. The museum in Canada began, we are told, with the establishment of the Halifax Mechanics Institute in 1831 which opened a public museum and reading room shortly after. By 1903 a survey of Canadian museums, published, as is common with such surveys, by an American institution, mentioned only twenty-one Canadian museums. The number

has now risen considerably. Exact figures are difficult to discover, partly because of the precarious nature of museum life already referred to, and partly because most lists combine museums and art galleries. Apart from the fine arts, Canadian museums are devoted chiefly to relics of pioneer days, to various forms of science and of natural science, and to historical exhibits, especially those relating to regional history.

18. Two historic museums in Canada are well known for long and valuable services which extend far beyond their immediate community. The Royal Ontario Museum, now an integral part of the University of Toronto, has very large collections, representing a wide range of interests including natural history, general history and the history of art. It is the largest museum in Canada, carrying on extensive work in research and publication and offering general education throughout the province and beyond. It is an institution of national importance. The Saint John Museum is a smaller but much older institution with a century of public service behind it. It is the chief museum for the city of Saint John, for the Province of New Brunswick, and even for neighbouring provinces, placing special emphasis on exhibitions and on information to schools.

19. We learned also that a number of Canadian universities, notably Laval, Western Ontario, and the University of British Columbia, are taking an increasing interest in museum collections. There is general agreement, however, in the briefs we have reviewed, with the statement already made that Canadian museums, in relation to Canada's population and resources, are lamentably few and poor. Except in Toronto and Ottawa very little public money is granted to them. The combined annual revenue of all museums in Canada, public or private, would not pay the cost of one of the aircraft used in our transcontinental service. The public indifference which has tolerated this situation in the past seems to be changing. Serious representations have come to us from responsible groups and individuals on the important services that might be rendered to adult education by adequate museums. Eight different briefs have discussed this matter and have complained of neglect in various fields but particularly in the physical sciences and in applied science. We were also reminded by a group from the Prairies of the regrettable absence of any folk museum to record a picturesque as well as a vitally important phase of western Canadian history.

20. The poverty and inadequacy of Canadian museums is regretted not only because of the present need for good museum services but because every year irreplaceable museum material is being lost. From all parts of the country we had reports on the loss or destruction of museum material. This is attributed partly to general indifference and partly to the lack of any responsible institution to receive and exhibit, or even to store it.

21. Representatives of the Antiquarian and Numismatic Society of

Montreal, the society responsible for the valuable historical collections in the *Château de Ramezay*, spoke strongly of the indifference towards historical museums in a country where monuments of historical value are destroyed "merely to enlarge a parking lot".⁷ They reminded the Commission that, in Europe and Asia, law as well as tradition protects the monuments of the past. They went so far as to ask for an embargo on the sale abroad of objects of particular national significance as well as for suitable grants to the museums which should preserve these objects. Archaeological and historical museums and museums of art, we were told, help to develop a Canadian spirit without raising questions of race, religion, or political convictions, and for this reason they should be aided. These views were supported by evidence from other groups in French-speaking Canada, an area particularly rich in treasures of the past. We learned with interest of parish churches which have resisted the popular inclination for novelty, and have preserved much of the beautiful work of early Canadian silversmiths.

22. In British Columbia we also received depressing reports of the loss of material which should be in Canadian museums, through dispersal and sale, very often to the United States. A number of valuable collections have disappeared in this way. At the time of our visit a collection of Indian art valued at \$50,000 was for sale and, it was feared, would not find a Canadian purchaser. The cause of such losses was attributed, perhaps too severely to the indifference, not to the poverty of the community. It was in British Columbia also that we were reminded that the totem poles in the province were rapidly disappearing, through neglect now, but formerly through sale abroad. The University of British Columbia has brought together several of the surviving totem poles from various parts of British Columbia, and has placed them in a park in the university grounds. These relics of the most advanced of the North American Indians have been prized in other countries; the finest collection in the world before the war, we learned, was in Berlin.

23. A prime cause of the wastage of material which should be in museums, a cause not unconnected with the indifference of which Canadians now accuse themselves, is the lack of proper accommodation for museum collections. Very few Canadian museums possess adequate buildings which are fireproof. Most are housed in improvised and temporary quarters. Not only do they lack money for new acquisitions; they have not the space to receive those that may be offered as gifts. We heard from the Alberta branch of the Canadian Handicrafts Guild of valuable Indian collections still in private hands. A provincial museum might secure them for a loan exhibition and ultimately acquire them; but there is no provincial museum, and these collections, valuable to the province and to the nation, may well be dispersed or sold out of the country. The Guild itself possesses a handicraft collection which is packed away in storage, since there is no

place where it can be exhibited. Only very rare or valuable articles are now added to their collections because of the want of storage space.

24. The York-Sunbury Historical Society and the Historical Society of the Saguenay tell the same story. The York-Sunbury Society possesses some four thousand objects illustrating the early history of the region, as well as a large collection of books and documents. After being moved from two successive temporary homes, the museum exhibits are now in storage and the collection is inactive in every sense of the word. The Saguenay Society only with difficulty carries on its work of collecting and exhibiting because of the lack of accommodation and of staff. Its representatives commented on the loss and destruction which could be prevented by a local museum with greater resources.

25. Inadequate accommodation, or none at all, is, indeed, the chief problem of almost all Canadian museums. Without adequate and safe accommodation, they cannot carry on their two main functions, the safe-keeping of their material and the enlightenment and entertainment of the public. We learned of two small but important collections, one in the West and one in Newfoundland, which through dispersal and storage have suffered irreplaceable losses. Others occupy quarters so crowded that not even the curators, much less the public, can be certain of what they do possess.

26. Any discussion of problems of accommodation and display leads inevitably to a consideration of the curator, and of his duties. The difficulty of finding a curator (and, we must add, the even greater difficulty of finding a curator's salary) was mentioned on several occasions. The importance of this official, and the ways in which he may make the most of his space and material, were explained to us by the curator of the small but admirably maintained museum of the Hudson's Bay Company in Winnipeg. The importance of careful selection of material and of refusal to accept, much less to display, objects interesting only from age or rarity was emphasized. In this museum the principle is followed of presenting small and carefully selected displays arranged in such a way as to tell their own story. Where the original object is lacking a model is used. Sometimes the nature of the story requires a substitute as in the show-cases which illustrate conditions of trading in 1749 by displaying beside the furs the trade goods for which they were exchanged. We received the impression from this and from other representations that the limited collections and still more limited space in most Canadian museums made the services of trained curators not less but far more important.

27. We heard of the problem from a newly formed national organization, the Canadian Museums Association, which gave evidence of an increasing interest in the work of museums, and in means for making it more effective. This organization is concerned with improving museum

services in Canada through the exchange of information, through travelling exhibitions and through the provision of training for museum staffs. With a current annual budget of \$300, however, it has been seriously hampered in its work by completely inadequate funds.

28. One of our chief concerns was to learn what relation exists between voluntary groups which support local museums and the National Museum, and how the services of the national institution might be rendered more useful. We have already remarked that representatives of many local art galleries came before us, and all spoke of the services of the National Gallery. By contrast, few local museums gave us briefs, and hardly any spoke at all of the National Museum. We had many comments on the Museum from well-informed societies who gave us their views on all the matters in our Terms of Reference, but we received no evidence of any close relationship between the National Museum and its local counterparts, with the exception of the important part played by National Museum officials in the work of the Canadian Museums Association.

29. Among those societies whose briefs discussed the National Museum, some spoke of it as essentially a national scientific institution, but many more thought of it rather as one of the means of general education. Some twenty groups spoke of the need of local museums for help of various kinds, expressing the view that a National Museum should offer this help and leadership to similar institutions everywhere in Canada. It seemed to us that throughout Canada the services of the Museum were considered inadequate. "The National Museum, I know, is interested in the whole of Canada, but does not seem to be interested in other museums or other museum societies. I don't think they have ever felt that was one of their main efforts", said one witness.⁸ When this witness and his colleagues were asked what services they expected, they replied that they needed chiefly advice. Other witnesses mentioned in general terms the need of the local museum for expert advice in their acquisitions, and in classification and display. There is a widespread desire that members of the staff of the National Museum should travel frequently throughout the country and it is apparent that these visits would be of great value. We have no doubt that the Director of the National Museum would be very glad to make such visits possible if he had the necessary funds and staff at his disposal.

30. We have found, moreover, that there is a general demand for lectures, illustrated by pictures, slides or films. Travelling exhibitions of museum material similar to those of the National Gallery were suggested by thirty groups throughout the country. It was agreed that a dinosaur cannot travel so conveniently as a picture, but the admirable exhibition services of the Royal Ontario Museum have apparently developed an appetite for similar services in other provinces. One group pointed out

that if the collections and services of the museums were better known and understood they would become such a source of public pride that no one would grudge the money necessary for their maintenance.⁹

31. The need of local museums for properly trained curators has been mentioned above. It was felt that the National Museum should be prepared to offer training for curators and that this should be one of its responsibilities. No one contemplates formal academic training; what is needed is an apprenticeship system which the National Museum could readily provide. We gathered that most local museums, working under discouraging conditions, would like to think of the National Museum as a centre of information and guidance and as a training centre for museum workers.

32. We were impressed by these views of the functions of the National Museum, functions which it is not wholly prepared to fulfil with its present organization. There is obviously a growing realization of the part that the museum can play in Canadian life, and of the urgent necessity of pooling our resources in order to gather and preserve our museum material before it is too late. Most of the work must be done locally; but we had much evidence that the success of local work depends on adequate co-operation from the national institution.^{9a} To make this co-operation effective, it seems to us apparent that the National Museum should be strengthened in its staff, in its finances and in its facilities generally.

33. After drafting the preceding chapters on Galleries and Museums on the basis of formal evidence presented to us, we turned to the report on Canadian Museums (including Art Galleries) by Sir Henry Miers and Mr. S. F. Markham, M.P., published in 1932, and financed by the Carnegie Corporation.¹⁰ The authors had previously prepared for the same Corporation a parallel report on the museums of Great Britain. We think it may be helpful to reproduce here the frank but not uncharitable comments of the distinguished and objective observers of nineteen years ago. It will be recalled that this report, although published in a period of depression, must be accepted as reflecting the situation at the close of an era of considerable expansion and prosperity.

34. In 1932, Canada's one hundred and twenty-five museums were distributed very unevenly over the country; eighty-six of them were found in the central provinces and none, apart from those at Ottawa and Toronto, "really worthy of their province or country".^{10a} These museums were for the most part inadequately housed:

"... it must be admitted that most Canadian museums, both in building and equipment, fall far below the average in the remainder of the North American continent. . . . In the main, the average museum in Canada is housed in one or two rooms in a university, college, school, library or government building, scarcely any of which were designed with museum purposes in view. Lighting,

heating and ventilation are bad, particularly is this so in the case of those museums in the various towns of the Province of Ontario that are housed in library basements."¹¹

35. Their financing was generally hazardous and always scanty:

"In Canada only three museums have an income of over \$100,000 yearly, namely the National Gallery, Ottawa, the National Museum, Ottawa, and the Royal Ontario Museum, Toronto. Only seven other museums of any kind throughout the whole length and breadth of Canada have an annual income of \$10,000 or over. . . "Thus the total approximate expenditure is as follows:

Museums over \$100,000 (three)	\$380,000
Museums over \$ 10,000 (seven)	120,000
Museums over \$ 1,000 (nineteen)	30,000
Museums over \$ 50 (ninety-six)	20,000
<hr/>	
Total for the whole of Canada	\$550,000

"By contrast, the museum expenditure of the cities of London and New York is well over \$5,000,000 each, or ten times as much, and the British Museum (including the Natural History Museum), London, or the Field Museum, Chicago, both spend more than twice as much in a single year as all the museums and art galleries of Canada put together."¹²

36. The authors of the Report devoted much of their attention to the absence from Canadian museums of trained curators whose services they regarded as of the very first importance. Only about twenty of Canada's museums at that time possessed competent well-trained curators.

"In Canada, as in other parts of the world, the most vital of all the factors that can make or mar a museum is the energy, ability and influence of the curator. In the absence of a good curator there is no one to select rightly what is needed for the museum, or, when gifts are offered, to reject what is not needed. Everything depends on the right choice of the curator, whether paid or honorary, and on the support given to him. He cannot always reckon on such support. He may have to face local indifference or even opposition on the part of his governing body, or of the public, or both. He may easily lose heart and either acquire an inferiority complex or seek another post, usually south of the frontier."¹³

37. The trained curator would follow an orderly acquisition policy, resisting the temptation to accept mere curiosities, a policy which in one museum had resulted in

"... an amazing conglomeration of German prints, old newspapers, faded photographs of grim-faced pioneers, early agricultural implements, and as often as not, a moth-eaten uniform worn by General Brock or a local colonel".¹⁴

He would also make it his business to see to the proper preservation and

housing, and to the adequate display of the exhibits. It would be his duty to interest and inform the public, to co-operate in the education of children and to aid the researches of scholars. In the absence of proper curators it was found that

"... very few museums in Canada . . . make any effort to attract or interest the general public. Few objects are exhibited with a definite purpose behind them; overcrowding and reduplication are common; direction notices, instructive labels, guides and hand-books are conspicuous by their almost entire absence; and last, but not least, it is made as difficult as possible for any one to find the museum, and when found, to be able to see it as it should be seen. Paralytic modesty is a common museum disease from Calgary to Halifax".¹⁵

A score of Canadian museums were reported to be doing excellent work, but one hundred others needed much attention and many more museums were said to be needed. The Report concludes as follows:

"... The present museum situation may not unjustly be summed up by saying that for two generations, collectors and curators have devoted much labour to the making of museums, but that the time has now come for a new generation to consider how to use them."¹⁶

"... There is no doubt that museums and art galleries might become a tremendous force towards the education of the public in matters which are of vital importance to the physical and moral health of the nation . . ."¹⁷

The people of Canada do not yet realize

"... the incalculable services that museums can render to the state. Our firm belief is that Canada will never acquire a museum service worthy of her position as a leading nation until she spends at least as much on her museums as the leading cities of north-west Europe or the United States, and has the courage to appoint first-class curators at first-class salaries to at least 90 out of her 125 museums".¹⁸

38. We should like to point out that this Report was published nearly twenty years ago. It is a precise and detailed survey, financed by the eminent Corporation which has done so much for Canadian cultural life. We assume that it was thought that Canadians, if informed of this regrettable situation, would take immediate measures to correct it. No such measures were taken. We believe that during our own admittedly superficial survey of a matter, which, important as it is, lies only on the periphery of our Terms of Reference, there appeared the first evidence of general public concern for museums since the publication of the Report. Those who compare the record of our own impressions with the findings of the Report will see that the present shows little if any sign of improvement. The annual per capita expenditure on museums in terms

of real value has probably decreased. Canada's relative importance in the world has decidedly increased. If our distinguished visitors of twenty years ago could then reproach us for being blind to our responsibilities as a "leading nation", it is perhaps as well that they are not required to pass judgement on us today.

CHAPTER 18

LIBRARIES

NATIONAL LIBRARY AND LIBRARY OF PARLIAMENT

THAT a National Library finds no place among the federal institutions which we have been required to examine is a remarkable fact which has been the occasion of much sharp comment during our sessions. Over ninety organizations have discussed this matter, some in great detail, urging that what has been called a "national disgrace" be remedied.

2. It has been brought to our attention that the lack of a National Library does not mean that the nation owns no books. Books have, in fact, been accumulated in embarrassing quantities. The Librarian of Parliament stated that his collection now comprises over 550,000 volumes, some of them rare and valuable possessions. They are still contained in a building considered too small to hold the 83,000 volumes owned by the Library when it was built. The books are now crowded two or three deep on the shelves, or packed away in vaults. Ordinary access is becoming extremely difficult, the fire hazard is grave and the 6,000 volumes acquired annually add inexorably to the already serious congestion. The library staff, surrounded and even overwhelmed with books, endeavours to maintain essential services for Members of Parliament, and also, in the absence of any other agency, to put their valuable resources at the disposal of students and of the general public. The usual friendly and helpful relations are maintained with other libraries, particularly with university libraries.

3. The Library of Parliament also maintains mutually helpful relations with other depositories of national books, notably with the thirty-four departmental libraries in Ottawa which together contain some 1,380,000 books and 316,000 pamphlets. These various collections probably contain unsuspected wealth. They also naturally contain a good deal of necessary or unnecessary duplication.

4. The proper organization and utilization of existing departmental or

governmental libraries clearly suggests the need for some central organization to provide a union catalogue, an information and procurement service, and a central place of deposit for books which are needed only occasionally. Such an arrangement would enable the Parliamentary Library to retain on its immediate premises a small working library and to have speedy access to its less active collections. It would also relieve many government departments of volumes of great value but not in constant use, now requiring both space and labour. There is general agreement that for federal purposes alone, the organization of a National Library is most desirable.

5. The question of a National Library, however, has not been of interest only to the Federal Government. It has been brought repeatedly to the attention of the government and of the public by the Canadian Library Association which has for years endeavoured to perform, with its very limited resources, some of the services which properly should be provided by a national institution. For the Association's invaluable work of providing a Canadian periodical index, all libraries and all Canadians interested in Canadian affairs are deeply in its debt. It has also undertaken another project of special interest to historians, the microfilming of old or rare Canadian newspapers. For this purpose a grant was secured from the Rockefeller Foundation. By November 1950 the microfilming of early files from fifty-eight newspapers throughout Canada had been completed; the work is going on briskly in accordance with the historical importance of the material in the newspapers, and with their physical condition. Older newspapers on better paper which are less subject to deterioration are often set aside in order to photograph recent more perishable issues. Some of the newspapers thus preserved and reproduced for the use of scholars are essential to an understanding of our past. It should be a matter of pride that this service of great national importance has been rendered by a voluntary group of busy people not over-burdened with resources.

6. It is however not a matter of pride that these and similar services are left to chance or to casual benevolence, still less that they have been financed from abroad. The Canadian Library Association, realizing the inadequacy of its best efforts to meet the needs of the nation in this matter, has devoted its entire brief to our want of a National Library and to the functions which it should perform. This organization with its 1,300 members, French and English-speaking, and its various activities is one of the leading voluntary groups in the country. Other library groups and many other organizations have supported the brief of the central organization explaining or amplifying the principal recommendations. We summarize here the representations made to us on the functions of the proposed National Library and on the progress already made.

7. It has been mentioned that Canada is the only civilized country in

the world lacking a National Library. Yet we in Canada particularly need a National Library, since our entire book holdings, public and private, are singularly small and widely scattered. Universities have been the great collectors of books, but only three universities in Canada have more than 500,000 volumes, and some have fewer than 100,000; the largest at Laval University reports 800,000 volumes. Good collections of Canadiana are rare in Canada. The three best collections in the world are now in the United States, in the Library of Congress, in the New York Public Library and in the Library of Harvard University. As a rule, Canadian books have appeared in limited issues which in a few years have disappeared from the market; not infrequently even those in libraries are brought to light only after prolonged search.

8. These circumstances have led the Canadian Library Association and others to state that the greatest national needs in this field are catalogue, information and procurement services. These should not and need not wait for a building or for the collection of books, but could, it was maintained, be provided by a Bibliographic Centre requiring only small premises and a small but highly trained staff. Partly as a result of these efforts, Parliament more than two years ago (June 1948) approved the principle of such a Bibliographic Centre as the first step toward a National Library. A National Library Advisory Committee, including members from all the provinces, was established under the chairmanship of the Dominion Archivist, himself a distinguished librarian. After some months of preparatory work the Centre came formally into existence with the appointment of the present Director, May 1, 1950.

9. The Centre is now proceeding with the preparation of a national union catalogue in Ottawa. Without going into technical details it is sufficient to say that the catalogue is not to be primarily a catalogue of Canadian material but will embrace all books of all countries to be found in Canadian libraries. By means of microfilm, important collections throughout the country, beginning with federal government collections in the Library of Parliament, and elsewhere, will be reproduced. With the resulting catalogue the Centre will be able to offer, almost from the beginning, information to libraries on the location of rare books which then may be procured by inter-library loan; eventually the National Library will itself be able to offer complete procurement services. Meanwhile, through its catalogue, the Bibliographic Centre will effectively pool Canadian library resources, enabling the nation to secure the maximum use from its slender store of books and revealing, it may be, many treasures unknown to those best able to make use of them. The statement was made during our hearings that although the resources of famous libraries are fairly well known, many scarce and sought-for books undoubtedly lie hidden in small collections. The value of such a loan service, particularly for scientific periodicals, was stressed by a scientific organization.

Another interesting comment on the significance of a union catalogue and a procurement service came from a group interested in local history which noted that rare books on the history of a particular region might easily turn up in quite another part of the country where their value would not be recognized. These matters, commonplace to the librarian, have too long been unknown to the Canadian public.

10. Closely connected with cataloguing and procurement services is the bibliographical service which the Centre will render. The Centre will acquire standard publications from the United States, Great Britain, France and elsewhere. It is proposed also to prepare and publish certain periodical guides to Canadian publications for which we have hitherto depended largely on the United States and on voluntary or local effort. The value of such aids to the student and scholar need not be explained; and librarians count upon them to serve the general public.¹ The Centre has already assumed responsibility for the *Canadian Catalogue*, the annual list of books published in Canada, about Canada, and also those written by Canadians, which was published by the Toronto Public Library for nearly thirty years. A catalogue of all publications of the Government of Canada, an urgent need emphasized by a number of librarians, is also being planned. The success of both these projects depends upon the co-operation of publishers in depositing copies of all publications with the Bibliographic Centre. Some librarians suggest that the Centre should also, if possible, issue lists of provincial and municipal publications. In addition to current lists, the Bibliographic Centre has plans for a number of special bibliographies. It also hopes to secure and make available to the nation certain rare works through the use of microfilm.

11. All these services can be initiated by the Bibliographic Centre without either a library building or a formal collection of books. Yet there is general agreement that an adequate Library building and a regular policy of acquisition are of urgent importance. The overcrowding and the fire hazards in the Library of Parliament have already been mentioned. The Parliamentary Librarian and the Chairman of the Advisory Committee on National Libraries agree that many valuable books which would otherwise be given to the nation are being withheld for lack of space to receive them. This is less important than the fact that the collection which the nation should be making for itself is delayed because there is no place in which to put it. There have been many statements urging the construction of an adequate and appropriate building for the National Library.

12. There is general agreement that the need to acquire books for the National Library is immediate. We have already mentioned that Canadian books go rapidly out of print. Authorities state that the ideal for a Canadian National Library (a complete collection of all books by Canadians and of any other books about Canada) can now probably never be

completely attained. However, by a strict enforcement of the Copyright Act the neglect of the past may be remedied in the future, and by patient search many existing gaps may be filled. For practical purposes, moreover, the collection could be made complete through the use of microphotography and by the courtesy of those American libraries which possess relatively complete collections of Canadiana. That the continuous collection of Canadian and other important works, particularly in English and French, should now proceed is agreed. At the same time, it seems apparent that the union catalogue should be completed before any extensive acquisitions are made. Since it is proposed to make a complete collection of Canadiana and an adequate representation of other books available in Canada by pooling library resources, it is essential to know first the nature and extent of these resources, in order to avoid wasteful duplication, particularly of rare and expensive items.²

13. On the policy of acquisition a number of suggestions have been made. The *Société de Géographie de Montréal* suggests a map library—a depository library for all maps published in Canada; this library should also build up collections of maps published abroad and should prepare a catalogue. Other groups have suggested special collections of music, particularly of unpublished Canadian music, and of art. There have also been representations on collections of films and recordings of national importance.

14. We have had numerous representations suggesting how the National Library can be truly national. It was proposed at our sessions that one function of the National Library would be to send out books to areas lacking adequate library services. This proposal is not approved by professional librarians; they insist that the National Library should be a library designed primarily to serve librarians and libraries; an essential condition of its usefulness must be the efficiency of the local library. We also heard proposals that collections might be decentralized, for example, by maintaining groups of books of special historical interest in the area of the country to which they may pertain. This problem, however, could be solved by the use of microfilm; copies of catalogues of special collections, and even microfilm copies of the books themselves could be placed in the possession of interested libraries. Finally, we found that it was generally assumed that a National Library would be a centre of advice and encouragement to local groups struggling with local library problems.

LOCAL LIBRARIES

15. Of local library problems we learned much during our travels. It was impressed upon us that among local institutions of education and

culture the public library must always hold a key position. It has its own legitimate and universal appeal, and serves also as an essential auxiliary to the museum, the art gallery, and to all other institutions of culture and education. Moreover, the library enjoys an advantage denied to the museum and the gallery in that its services are not limited by time or space. A library is working whenever and wherever its books are read.

16. We do not propose to offer here any general survey of Canadian libraries, valuable though it might be. We are confining ourselves, as we do with other institutions, to a summary of the information which has come to us in the briefs and at our hearings and to a statement of certain pressing needs which in the opinion of many must be met by some form of public aid.

17. We have been impressed by the variety of library institutions which have taken the trouble to give us information on their work and on their problems. These institutions range from the wealthy city library in Ontario which boasts of reviving and expanding the work of the old mechanics institutes (but with the addition of luxurious surroundings and modern visual and auditory equipment), to the box of books delivered from time to time through the Women's Institutes to the Alberta farm kitchen and issued to the visiting neighbours by a careful housewife with an anxious eye on her freshly-scrubbed floor. We have heard also from a number of specialized libraries of scientific organizations, of labour institutes, of universities, and of Provincial Governments. In these varied institutions we have been struck by the deep professional pride and devotion of their librarians and officials, and by the extent of their mutual understanding and co-operation. As one librarian put it, librarians have so many problems to meet that they tend to become "extraordinarily clannish", but without any loss of loyalty to or pride in their own local institutions.³

18. We have seen evidence of this friendly and fruitful co-operation in our many discussions with librarians. Although nearly a hundred groups and individuals have discussed library problems with us, our most helpful sources of information have naturally been the organized groups of librarians which have come before us in every part of the country. We have already spoken of the Canadian Library Association and its many activities. Most of our information on local conditions, however, comes from provincial associations of librarians in the West and in the Maritimes from which we received somewhat gloomy comments on the general level of Canadian library services.

19. Forty per cent of all municipal library appropriations in Canada is expended by six city libraries, four of them in Ontario; and sixty city libraries spend eighty per cent of the total sum. This we learned in Alberta. Saskatchewan, calculating in books rather than in money, stated that the number of library books per head of the population ranges from one for every person in Ontario to one for every six persons in Manitoba.

Saskatchewan has two books for every seven persons in the province as a whole, but only one for every nine in the entire province outside the cities of Regina, Saskatoon and Moose Jaw. The Maritimes, especially New Brunswick with only two public libraries in the province (Saint John and Moncton) are also deeply concerned at the inadequacy of their library services. We were also interested to learn that there are in Quebec hundreds of parish libraries containing books for general information and recreation in addition to religious works.

20. Some fifteen organizations expressed the need for better, or at least, for some library services. "The vast distances of the West, the long winters and isolation, make the adequate provision of reading an educational and emotional necessity . . . Financial restrictions where income is dependent on the vagaries of the weather are a serious drawback . . .", we were told in Saskatchewan.⁴ Librarians are agreed that the paucity of the service is mainly a financial problem. One western province spends on library services only sixty-five cents per head even in its five chief cities, and only three and a half cents in rural areas. The optimum sum has been set at \$3.00 and the minimum at \$1.00. For most parts of Canada this minimum seems to be the unattainable maximum.

21. This does not mean that nothing has been done. Library services are usually a responsibility of the municipality. Municipal libraries, however, offer effective library service only in urban or well-settled regions, and provincial authorities have for this reason taken measures to meet the needs of the rural areas. Provincial travelling libraries have long existed in the Western provinces. More recently, other provinces have dealt with the problem and there is now provincial library legislation in eight of the ten provinces. The preferred modern plan is to develop regional libraries instead of trying to serve the province by mail from one centre. The regional plan provides for buildings, not costly but adequate, in the regional centre, and depots in smaller centres throughout the area. The depot may be a special room, but very often the facilities of a post office, a store, a schoolhouse or even of a private house are used. It is considered desirable that the regional librarian should have professional training, but he may have to depend on untrained and part-time help.⁵

22. In establishing this regional library service in Canada, experience gained in the United Kingdom and the United States was found helpful. From the United States has come, in addition, financial help. With the aid of grants from the Carnegie Corporation a regional library was established in the Fraser Valley in the 1930's. A grant from the same Corporation installed a complete library system in Prince Edward Island, which is now maintained by the Provincial Government. British Columbia has extended its regional library system. Nova Scotia has begun a regional service, and Saskatchewan has a region (Prince Albert) in the planning

stage. According to the Canadian Library Association, the rural situation is now more promising than it was a few years ago although the improvement may be almost imperceptible. Perhaps seven to ten per cent of rural Canada now has a library service as against five per cent in 1937.

23. Professional librarians were not alone in bringing this problem before us. A citizen of New Brunswick told us how, failing help from provincial sources, she was forced to carry on researches in local history with the aid of the library in Bangor, Maine, which, for her benefit, set aside the rule that its books should not leave the country. She urged the importance of libraries remarking: "Too many of us have thousand dollar kitchens and ten dollar libraries. I should like to see Shelley have as much prestige as Bendix."⁶ She admitted however that it was very difficult to persuade municipalities to pay any part of the cost, or to persuade individuals to volunteer their help. The same problem appeared in other places; there seems to be some question whether the provision of library facilities should get too far ahead of the demand for them.

24. The answer, we were told, lies in the provision of trained librarians and in a better understanding of their duties. Reading is an acquired taste. "Functional illiteracy", we learn, is a serious problem in adult education. Librarians therefore everywhere urge that regional libraries must have at least a core of trained and experienced staff. The books must not only be provided and circulated, they must be "sold" to the people. Librarians must know their books and how to care for them; they must also know their community and how to serve it. The librarian must be a community leader, like the minister and the schoolteacher.⁷ The fact that many people in rural areas are not interested in books is an indication of their need for them. But the taste, we were told, is readily acquired. Regional libraries may take some time to establish, but once in being they become an essential part of the community.⁸

25. There was general agreement among librarians, both in the West and in the Maritimes, that library training facilities in Canada are inadequate. The fact that little or no advanced training is available in Canada was regretted; but this is regarded as less serious than inadequate facilities for fundamental training. It was stated that more library schools are needed in Canada. The Western provinces would like to see one in the West. The Government of Saskatchewan encourages library training by offering three annual scholarships, but this is only a partial solution.

26. A special problem, mentioned in various parts of the country, is the dearth of children's libraries. Children's departments exist, of course, in good municipal libraries; and we received an interesting brief from one of the children's libraries in Montreal, the *Bibliothèque des Enfants de Montréal*, which is supported by private donations as well as by municipal and provincial grants, and receives a good deal of voluntary help. This library, with very inadequate provision for books and salaries, not only

serves one of the less privileged districts of Montreal, but sends out a travelling service to fifty-seven districts throughout the province.

27. That such service is badly needed was indicated by many different groups. Many children get books from their school libraries but, especially in poor or rural regions, this is not enough. Efforts are being made by school authorities to remedy the situation, and the Imperial Order, Daughters of the Empire has generously placed book collections in many schools. Much yet remains to be done. In particular, we had convincing representations from the British Columbia Parent-Teacher Federation which has tried to help by preparing and publishing guides to reading for the use of parents, and by organizing holiday reading clubs which now number forty and have enrolled 3,000 children. This delegation said that there are not enough books (half a book for every school child in the city of Vancouver), and that parents do not sufficiently understand the importance of the matter. Vast sums of money are spent on health; but moral and spiritual well-being, equally important, is forgotten. The prohibition of crime comics is approved, but positive action is needed. "Each Canadian child should have the opportunity to read books which portray the actions and thoughts of men in memorable speech. Quality, not quantity of what is read is what is important . . ."

28. We had many suggestions from professional and other organizations on the manner in which federal organizations might properly help in library work. Possible help from the National Library has been mentioned. There were also some fairly urgent requests for financial aid to municipalities or to provinces for the creation of libraries, especially rural libraries and children's libraries. Others suggested contributions of specialized books, particularly of government publications of all kinds. Another group suggested a national microfilm service to enrich the holdings of small libraries. Three other groups made interesting proposals for central library services. The Saskatchewan Library Association recommended that the present National Library Advisory Committee be charged with advising the Government on library problems of all kinds; in particular, that they formulate proper standards of library service and consider what measures may be taken to achieve them. The British Columbia Parent-Teacher Federation urged a national investigation of the whole question of children's reading, including the measures to be taken to remedy what they regard as a most unsatisfactory situation. The New Brunswick Museum wanted a similar survey with a view to the further establishment of regional libraries.

29. We have not given here a complete survey of Canadian local library services, but rather we have recorded our impressions of the helpful information and stimulating comments offered for our consideration. Between ninety and a hundred groups discussed library matters. They

showed us that professional librarians and many others are deeply concerned by the fact that Canadians are, as they put it, so intellectually undernourished that many of them now feel no hunger. They fully recognize the responsibilities of local governments; but they are convinced that what is almost a national scandal requires national action.

CHAPTER X

ARCHIVES

PUBLIC ARCHIVES AND PUBLIC RECORDS

THE Public Archives of Canada is primarily the expression of government policy, over the past seventy-five years, on the preservation and care of public records. The Archives, however, over the years has gathered to itself a number of functions and has undertaken valuable services performed by no other agency. In this institution, as in similar federal institutions, Canada is much indebted to the zeal and energy of civil servants whose interests were happily not limited by a narrow interpretation of their duties.

2. The history of Canada's public records goes back to 1872 when a petition "numerously signed by influential persons, setting forth the unsatisfactory state of the Archives of the Dominion" induced Parliament to vote \$4,000 and the half-time services of a "senior second class clerk" for their collection and preservation.¹ This activity was carried on in that traditionally hospitable department, the Department of Agriculture. The "second class clerk", Dr. Douglas Brymner, put his half-time to such good use that he was shortly appointed full time Archivist. In 1898 a Departmental Commission recommended that the Public Records be centralized under the care of a Dominion Archivist. After five years of deliberation the recommendation was embodied in an Order in Council; and only three years later in 1906, the original wing of the present building was completed and opened.

3. In 1912, under the second Dominion Archivist, Sir Arthur Doughty, a Public Archives Act defined the duties of the Dominion Archivist and required him to report to the President of the Privy Council. In this same year, a Royal Commission, composed of the Archivist and two others, was appointed "to inquire into the state of the records of the Public Departments of the Dominion".

4. At this time, as now, records were officially in the custody of the

various departments. Surrender to the Archivist or Keeper of the Records was voluntary. Destruction of dead files could apparently be carried out by the departments with the permission of the Governor in Council, but the view of the Commissioners was not that there was too much destruction, (the common complaint in relation to historical material), but that too much useless material was kept to the detriment and danger of what was of real value.

5. The Royal Commission of 1912 made sharp comments on storage conditions:

"In most of the departments, while the current correspondence is well kept, the older documents are commonly relegated to basements, attics, and dark rooms, apparently rather as lumber to be got rid of than as records to be preserved, and too frequently are not so arranged as to admit of ready reference, or, in not a few instances, even of convenient access. In some cases there is no semblance of method, the older papers being stored in inaccessible places, without pretence of classification, or any precise indications as to what the collection may contain. The exposure of the documents to dust, dampness, and other agencies, and in some cases their proximity to the heating apparatus of the building, contribute to the deterioration of the papers, while the inflammable nature of the shelving on which they are placed is a constant source of danger."²

6. Some of the records thus indiscriminately stored away even in stables and attics, were found to be valuable and many were of historical significance. Wheat and chaff alike, however, were forgotten and as good as lost. Their probable fate is described by the Commissioners in the grand manner:

"As a rule the departments suffer [the] accumulation of papers to continue unchecked, to their very great inconvenience as well as to the detriment of the more important and valuable documents, which, engulfed by rubbish, share the common neglect, and, if not speedily rescued bid fair to participate in the common ruin."³

7. This indictment, Victorian in stateliness, was followed by recommendations equally Victorian in vigour. Most departments, it was said, made little use of their files after five or ten years. They should be encouraged to turn them over promptly to an official Public Records Office in the Archives. Surrender ought to be made mandatory after twenty-five years. Proper arrangements should be made for destruction to be authorized by a duly constituted board after examination to make sure that everything of administrative or historical significance had been retained. In order that these duties might be properly performed, the Commissioners recommended for the Archives increased staff, greater space, and all suitable facilities.

8. We have thought it desirable to speak in some detail of the work of this Royal Commission of almost forty years ago since an examination of the present situation leads us to the melancholy conclusion that they laboured almost if not altogether in vain.

9. It is true that today there exists a Public Records Committee presided over by the Secretary of State, with the Dominion Archivist as Vice-Chairman. This Committee on public records was established by Privy Council Order in September of 1945 with the task of keeping under constant review "the state of the public records".⁴ The duty of the Committee is to consider documents recommended by departments for destruction and to advise the Treasury Board to authorize this destruction, if the Committee approves. The Committee may also authorize a department to transfer to the Archives such records as the department may wish to transfer rather than destroy, and in this part of its duties the Committee may act independently of Treasury Board. The Order in Council setting up the Committee places the primary responsibility for departmental records with each department. Destruction is authorized by the Treasury Board presumably only after receiving notice of approval from the Public Records Committee.

10. The establishment of this Committee is an important advance in that it gives departments proper authority to deal with overcrowding while it does something to ensure that nothing will be destroyed of historical or administrative importance. Moreover, one of the duties of the Public Records Committee is to help departments to improve their filing and storage systems. In consequence, there now exist some well organized departmental records. On the other hand, thirty-six years after the blunt comments of the Royal Commission on the Public Records, fifty-two years after it was decided to maintain our public records in one central place under the custody of the Dominion Archivist, and seventy-eight years after Parliament first noted "the unsatisfactory state of the Archives", the truth about Canada's public records system must still be a cause of embarrassment to all Canadians. The historian of pre-Confederation days may find a gold mine at the Archives, but the historian of the Dominion will probably have to look for much of his material elsewhere. It is scattered all over Ottawa, in inactive department files, some of them admirably kept, some, it is to be feared, not much better than they were in 1912.

11. No one knows the condition or extent of these holdings, but it is certain that they greatly exceed the 1,629,014 cubic feet noted by the Royal Commissioners of 1912, and it is equally certain that our colleagues of thirty-six years ago would still see "important and valuable documents . . . engulfed by rubbish" and threatened with "the common ruin". We are informed that completely inactive and inaccessible public records, apart from those still under the care of departments, are now stored by the

Department of Public Works and at present occupy 350,000 square feet of floor space, a figure which we find astonishing when we recall that the Confederation Building in Ottawa, an extensive nine story structure, has a total effective working area of 190,000 square feet. About one-third of the space now occupied by inactive records is rented by the Government at an average cost of \$1 a square foot per year. Assuming that this is a fair rental value for all the space so occupied, we observe that the country is spending \$350,000 a year in storing files of which probably at least fifty per cent should be destroyed, according to an estimate which we are prepared to accept as reliable; this means that \$175,000 a year is being spent to store records which can probably be classified as dead, in that they have no further administrative or historical usefulness. The total appropriation for the Public Archives in 1948-49, not for public records only but in all its branches, was \$163,238, less than the amount which is now being spent for the storage of presumably worthless papers. And even if the "rubbish" referred to in the Report of the Royal Commission of 1912 could be readily eliminated and the rest promptly transferred, the Dominion Archivist could not receive it for want of space and for want of trained staff to arrange it and care for it properly.

12. This problem has been discussed with us not only by the Dominion Archivist but by other historians with experience in archival work. It is generally agreed that the establishment of the Public Records Committee is an admirable first step, but that the retention for an indefinite period of time of public records by the departments should be limited by requiring them to surrender files to the Archivist after a stated number of years, placing restrictions on their use, if necessary. Properly cared for in the Archives, these files would almost always be more accessible not only to the historian, but to the department concerned. Moreover, it would be easier to satisfy the very proper demands of provincial archives in a number of provinces, especially those which have been created from the old Northwest Territories, for transcripts of documents essential to their early history now in the custody of the Departments of Agriculture, Justice and others. It must, however, be added that any such measures taken for this purpose must remain inoperative until the Archives has adequate space and staff to receive and to care for the records. Moreover, any provision for additional space and staff should be accompanied by a survey of existing public records in order to determine what should be preserved and what should be destroyed. Such a survey, we were informed by the Dominion Archivist, must be a slow and expensive business.

13. We have dealt so far mainly with the loss to historians and others through the practice of retaining records in places unsafe and inaccessible. The additional danger of loss through destruction by inexperienced officials is not, we understand, entirely removed by existing regulations. Another

source of loss, not extensive but extremely important, must be noticed. According to custom, the private files of Ministers of the Crown are their personal property, and are retained by them on leaving office. Unfortunately however, custom, convenience, or mere accident may cause important documents essentially public in their nature to find their way into these files. It is clearly contrary to the public interest that public papers should pass into private hands; apart from the question of principle there is no assurance that these papers will be safely kept. Recently two important "private" collections almost certainly including public papers were destroyed by fire. It is true that the line between public and private ministerial papers is difficult to draw. This, however, is rather an argument for securing both for the ultimate use of historians than for surrendering both to the hazards of private ownership and careless custody.

14. We have mentioned that the Public Archives has not confined itself to collecting and caring for public records, but has developed a number of other more or less closely related activities. Thanks to the energy and interest of the Dominion Archivists and their associates the Archives has accumulated a large and valuable collection of historical manuscripts and maps, and a newspaper collection—all mainly concerned with Canadian history. There is also a collection of prints and pictures, and, as we have mentioned, a museum of uniforms, weapons, and other interesting and valuable objects, including the famous Jacques Duberger model of the city of Quebec. Sir Arthur Doughty, we are informed, wished to gather under one roof all the material necessary for writing the history of Canada.

15. This generous ambition is obviously impossible to fulfil, and it is now questionable whether a multiplicity of activities may not interfere with the essential work of the Archives. We have referred to the proposal that the museum collections of the Archives should be joined with other important collections to found a Canadian Historical Museum. The disadvantage of such a transfer is obvious; the present institution is an historical centre offering a wide variety of appeal to the historically minded. On the other hand, valuable space taken up by ancillary collections could house many of the records which the Archives was originally intended to preserve.

16. Whatever may be thought of the desirability of maintaining in the Archives building an historical library, a museum and a collection of pictures, there is general agreement that the document collections should not be divided. The reasons for this are evident to the archivist and to the historian but may not be clear to others. It is not always easy to distinguish between a private and a public document. This is particularly true in Canada, and it was this difficulty which led the first Dominion Archivist to add other historical documents to the public records. Dr. Brymner, considering the papers remaining in Canada from the French-

British colonial regimes, decided that these must be completed by adding to them copies of the other public records which had been sent back to France and to England. Where the originals were unattainable, he arranged for the making of transcripts and opened offices for this purpose in Paris and London. The policy of securing public records of colonial days was extended to include many other kinds of historical papers from abroad. Many have been secured as originals, others in the form of transcripts. Although in both Great Britain and the United States the great national collections of private papers are maintained separately from the national archives or public records in the British Museum or in the Library of Congress, it seems to be generally agreed that the present useful arrangement in our Public Archives should not be altered.

17. There have, indeed, been urgent suggestions that some federal agency should find and if possible acquire in the public interest the wealth of documents relating to Canadian history now in private hands; these are inaccessible to the public, and constantly liable to damage, loss or ignorant destruction. We shall speak of this problem in our examination of provincial and local archives. It has also been presented to us as a direct concern of the federal archives.

18. There are many examples of valuable papers which by some accident have found their way into unexpected places. The curator of the Archives of the Quebec Seminary mentioned the papers of the Northwest Company as a pleasant but surprising discovery among his treasures. These papers are, of course, given every care, and are fully accessible to those scholars who know where they are to be found. We were also told of other important papers found in a famous Canadian library. The librarian not understanding their nature or importance offered to lend them to an historian who seemed interested, an offer generous but perturbing to an archivist. It is thus possible that papers entrusted to a reputable, but in this instance, inappropriate institution may be insecure even when they are accessible.

19. The risks are multiplied when the papers are in private hands. We have had important representations on this subject, particularly from the Canadian Historical Association to which we are indebted for most of these details. As mentioned, valuable collections have recently been lost by fire. There are private collections whose existence is known to historians, but it is safe to assume that there are others, unknown to anyone, in the hands of those unaware of their importance.⁵ The preservation of these papers may depend purely on chance. Valuable sources of historical information are to be found in the records of well-known Canadian commercial houses now no longer active. Few of these records are available to the scholar. Some are known to have been destroyed; others may be lying somewhere waiting to be discovered.⁶

20. Those concerned with losses of manuscripts urge therefore not only that the Archives maintain and extend its acquisition policy, but that something be done to discover the extent and importance of manuscript collections relating to Canadian history, whether in private hands or in institutions, public and private. For this task the Canadian Historical Association recommends an Historical Manuscripts Commission, similar to the one which investigated and reported on the immense wealth of historical material in private houses in Great Britain. This Association suggests that the Archives should not be burdened with such a long and costly task, although close co-operation would, of course, be necessary. The object would be to determine what manuscript material exists and what are the provisions for its accessibility and safekeeping, and to prepare a report on the subject. Any action taken on such a report would presumably be the responsibility of the Public Archives.

21. The appropriation of the Archives for purchases has fluctuated from \$8,500 in 1924-25 to \$54,000 in 1934-35, and has depended in part on the archival material which from time to time becomes available for purchase. The amount in 1948-49 was only \$2,500, but in the coming year a considerable sum is to be spent on the acquisition of important archival papers which have recently come upon the market. It has been suggested that there should be at least a contingent fund for special purchases. A systematic survey, as suggested above, would probably bring to light enough important and purchasable manuscript material to warrant a regular and substantial statutory grant.

22. In the acquisition of private papers, however, it is not enough to know where they are, and to have the money to pay for them. We have already mentioned the private papers of Ministers of the Crown. More than one person has insisted that every means should be taken to convince Ministers that, in addition to surrendering all public papers, they should place their private papers in the Archives. These papers obviously are important as a supplement to public records. Many Ministers retain their important collections, and refuse to make them accessible to scholars. We understand the reluctance of public men to risk misrepresentation, whether from political or personal motives. Such misrepresentation is easy to effect and may be very difficult to expose, as any historical scholar knows.

23. For this problem there is an answer. It is possible for an archivist to accept material in trust under such restrictions as the owner chooses to place upon it; for example, it may be made inaccessible to anyone over an agreed period of years. It is common, we are told, for an archivist himself to place restrictions on the use of material if he feels that indiscriminate use could be a source of embarrassment to people still living. There is however one difficulty: the Dominion Archivist is a civil servant who works under the direction of the Secretary of State; in theory, any

undertaking on his part could be overruled by his Minister. It has therefore been pointed out to us that there is need for legislation (similar to the legislation in Great Britain assuring a fifty year period of protection) to give security to public spirited citizens who would be prepared to confide their papers to the Archives but who through concern for their own reputations or for the feelings of their friends are unwilling to expose themselves to the danger of careless or malicious misrepresentation.

24. It has been suggested that the acquisition of private papers by the Archives might be facilitated by the appointment of a Board of Trustees similar to the Board of the National Gallery. The existence of such a Board would, we are told, make it possible to give greater legal authority to restrictions placed on the use of papers. The Board of Trustees would also stimulate public interest in the private collections of the Archives and might be of great assistance in finding and securing valuable material. The Board could not, of course, assume any responsibility for public records, but would confine its activities to private collections. The proposed Board might also be of assistance in suggesting or advising on services to voluntary societies and to the public, and in promoting co-operation with provincial archives.

25. There are various ways, we have been told, whereby the Public Archives could extend its services to the nation as a whole. The establishment of a microfilm service for the benefit of other archival institutions and of scholars has long been overdue and, we understand, is now in its initial stages. It is sadly needed. It could perhaps be warranted solely as a precaution against war-time destruction, but there are many other reasons in favour of its introduction. Hitherto, the many students engaged in historical research, unlike scientists, have been compelled to undertake long journeys and to spend considerable periods away from home in order to have access to their materials. Copying by microfilm in many archival centres has greatly lightened this burden. Hitherto, the Archives has offered only limited photostatic services which are more expensive and less convenient. A microfilm service could encourage and stimulate scholarship especially in the more remote parts of the country. It could also serve to fill gaps in the records of the provinces, especially those created from the Northwest Territories, whose special interest in federal records we have mentioned earlier. A microfilm service might meet the wishes of some societies which suggested that the Dominion Archives should not collect papers which are primarily provincial in their interest, and should even surrender some which it now holds. Archivists agree that good sense and good manners dictate that, when archival material is offered them, it should be channelled to the place where it will be most used. It is, however, impossible to draw any clear line between "provincial" and "national" documents; and it is doubtful that any institution could or should sur-

render what it legally holds in trust. The answer to the problem may lie in the close and friendly co-operation which might be fostered by a Board of Trustees; and also in an extended microfilm service, carried on with a proper regard for the interests of historical scholarship.

26. The Public Archives has long served students of Canadian history through the publication of important documentary material. There have been many requests that this service be resumed and extended. The last major publication was the valuable series of the Elgin Papers in 1936-37. The great need, it is agreed, is for documentary material on the period since 1867, a need directly related to the present unsatisfactory state of our public records. We understand that Archives officials have a number of projects under consideration including an index to the *Confederation Debates of 1865*, a volume of Montcalm letters and a new catalogue of maps. This is another matter in which it is felt that a Board of Trustees could be of assistance. Another educational service already begun, and strongly recommended in the brief from the Public Archives, is the production of film strips for use in schools and elsewhere, with the co-operation of the National Film Board. These strips, which make use of prints, maps and personal letters, could be used to develop that historical sympathy and imagination without which any real understanding of history is difficult to achieve.

27. One problem faced by the Public Archives and shared by the various provincial archives is to secure staff members educated in history, familiar with the Canadian field, and trained in archival practice. We learn that the Public Archives has recently adopted the policy of sending its staff away for professional training as rapidly as funds and other circumstances permit. One provincial archivist felt that with a larger staff and better facilities, the Public Archives could itself do something for the training of archivists from smaller institutions. The advantage of some such plan was suggested to us and was supported by requests in New Brunswick for a scheme of archival instruction and for guidance in archival matters which might be given by the Public Archives at Ottawa.

LOCAL ARCHIVES

28. As we have been frequently reminded, it is impossible to separate national from local and provincial history. The local archival collection, whether provincial, municipal or private, is an essential factor in the effectiveness of the national institution: first, because of the source of materials which it contains; second, because through its functions it serves as an agent in gathering and preserving, no matter where, materials that might otherwise be destroyed; and third, because its existence and its services

encourage scholarly historical investigations which are one of the principal interests of the national institution.⁷

29. In Canada, locally as nationally, there is, in general, no adequate provision for the collection and preservation of public records or of other archival documents. There are signs of improvement, but these are still too few and too faint. We noted with much interest during our travels, however, a growing concern on the part of voluntary organizations over the fate of archival materials, public and private. Some fifty groups made representations on the Public Archives, and many of these presented information on the archival problems of their own areas. We were also privileged to hear directly and indirectly from several provincial archivists.

30. In considering the state of public records in the provinces of Canada, two questions must be asked. The first concerns provincial public records. Is there, by law and practice, any protection against the indiscriminate destruction of dead files by officials unaware of the possible historical significance of these records, and harassed by lack of space and filing facilities? The answers we have received suggest that an unsatisfactory situation is now showing some signs of improvement. In three provinces (Ontario, Manitoba, Saskatchewan) the archivist must by law be consulted, and must give his consent, before public records are destroyed; but in one of these provinces the law has not been proclaimed and technically is not in force. In three others, although the archivist has no official authority, the historical significance of records is recognized, and provision is made against indiscriminate destruction. In four others, records have no legal protection. It should be added that the law, although valuable as an indication of public concern, does not necessarily tell the whole story. Legislation may, of course, be made ineffective by officials who for one reason or another may wish to destroy material; on the other hand, government officials may co-operate cordially with an archivist even if not required to do so by law. In three provinces where they do not enjoy complete legal protection, provincial records are, we understand, well kept and preserved through the voluntary co-operation of government officials and the archivist.

31. The second question which must be asked relates to the physical conditions for the safekeeping and accessibility of the records. These vary as much as does the legislation. Thanks to private generosity, the very historically-minded Province of Nova Scotia has a modern and adequate building. The archives of Quebec, organized nearly thirty years ago, occupies a floor of the Provincial Museum with a reasonably adequate staff and budget, although we heard it said that there was overcrowding as well as insufficient accommodation for students. Ontario has just completed a large modern building on the grounds of the University of To-

ronto. The valuable archives of British Columbia are adequately housed and cared for in the same building as the legislative library. The three Prairie Provinces are less fortunate; Manitoba and Saskatchewan make some use of the legislative library; Saskatchewan also deposits important collections in premises provided by the provincial university. Alberta so far, we hear, has no systematic arrangement, nor have the Atlantic Provinces of New Brunswick, Prince Edward Island and Newfoundland, although private and public authorities have expressed concern over the problem. Certain of the provincial archives issue important publications from time to time.

32. The public records of Provincial Governments, while completely their own, are also a part of the records of the nation. Moreover, the provincial archives, although maintained by the government to safeguard public records, will receive or in some way find shelter for any material of historical importance rather than permit its destruction. Like the well-known philanthropic institution, they can boast that no deserving case is ever turned away. This is of immense importance, for example, where shortage of space compels local governments periodically to empty their cupboards and cases of old files in order to make room for new. Where there is an active archivist, they will always be encouraged to see him first. Private individuals or groups with papers to dispose of will do the same thing. The valuable work of more than one provincial archivist in the field of historical research and of historical popularization is well-known. Their awareness of the records problem and their concern for it is well expressed by one of their number as follows:

"The historian of today, and his allies in the fields of political science, sociology, economics and anthropology, are interested in the activities of all people, and not merely those of their political and military leaders. In a democratic society this interest can be expected to increase. The sources for all these social studies are the documents produced by the day by day activity of individuals, organizations, businesses and government, and the initial responsibility for their preservation will always rest on the people who produce them, or their heirs and successors. Too often this responsibility has been neglected, and the record of our past experience in the community, province and nation has suffered thereby. This condition will only be corrected by a greater awareness of the fact that if history is to be a record of the activities of all of the people, then all must share in making that record as complete and accurate as possible."⁸

33. As this statement shows, the provincial archivist has a concern for records beyond that which he must feel for the purposes of his own collection. He can give valuable advice to historical and other societies which collect private papers. We have learned of private collections made by historical societies in several provinces of Canada. These vary greatly,

in value and interest. Some are model collections, and, as with the New Brunswick Museum, illustrate private enterprise operating most valuably in an important field where government action is not taken. However, there are certain disadvantages which have been mentioned to us. We have heard of two private societies, more or less generously supported from public funds, which built up quite large collections. Unhappily, both societies, through lack of expert knowledge and of critical capacity, wasted money on trivialities and on material easily duplicated elsewhere. Again, there is a danger that the private society may be unable to provide proper care for materials or to make them constantly and easily accessible to students. It has been suggested that usually, although not always, the historical society can serve the cause of history best by acting as the agent and auxiliary of a regularly constituted archival institution. An interesting and mutually helpful co-operation exists in Manitoba where the venerable Historical and Scientific Society, only eight years younger than the province itself, has lodged its collections in the Provincial Library under the care of the Librarian and Archivist. Proper care and accessibility are secured for these records which are arranged and catalogued together with the provincial archives. It has been found best, however, that the historical society retain legal custody since thus it can continue its practice of collecting private papers through its individual members. Many people, it has been found, will turn over their papers to a private society, although they may not be prepared to give them to a public institution. From one province we learned of old and important papers, including some public records, which had been turned in to members of the local historical society apparently because of personal acquaintance or friendship. Those in whose custody they were found had no idea of their value. The happy partnership in Manitoba between the historical society and the provincial archives is typical of only one of many possible methods of co-operation between private collecting groups which possess local information and influence, and the archival institution with its expert knowledge and permanent staff and premises.⁹

34. The great importance to the nation of the proper preservation of all significant written records is perhaps not fully appreciated. Yet many people lament the comparative lack of scholarly readable books about our country, its history and its traditions. It has been suggested that Canadian historians, in spite of some recent and welcome publications, have not yet bridged the gap between the area of scholarly research and the ground on which they can meet the common reader. Historians, in return, have shown how gravely they are handicapped by the constant destruction, disappearance or inaccessibility of the materials of their work. One remedy, as we have heard from archivists, historians and students of history lies in proper public understanding and support of archival institutions, national and provincial, and in their mutual co-operation.

CHAPTER XI

HISTORIC SITES AND MONUMENTS

THE HISTORIC SITES AND MONUMENTS BOARD

IF Canadians are to know "as much as possible about their country, its history and traditions",¹ the proper preservation of our ancient monuments and historic sites is a matter of first importance. These recall in a vivid picturesque manner not only the great and heroic moments of the past, but the thoughts and doings of other days, so different from our own, and yet so much a part of all that we are. To English-speaking Canadians the word "ancient" may seem strange in a country so new. But they will recall the French sense of "former", and the rapidity with which in this new and changing country former things may cease to be. And all Canadians may read with interest the remark of the Saskatoon Archaeological Society, that the Stone Age, in Europe so remote, is in Saskatchewan only a few generations away, with traces of its story still written on the face of the prairie.

2. Federal responsibility for historic sites and monuments in Canada rests with the National Parks Service of the Department of Resources and Development. This apparently curious arrangement is justified by what is known as "consumer interest". Historic sites and parks are attractions both for visitors from abroad and for Canadians on holiday; and historic accident has often made it possible for the sites to be identified with and included in the parks. From a practical viewpoint the association has been valuable to both.

3. The National Parks Service receives information and advice on historical matters from the Historic Sites and Monuments Board of Canada, described in the official statement as "an honorary body of recognized historians, representing the various provinces of Canada".² This body includes the Dominion Archivist and a representative of the Parks Service who is responsible for arranging the annual meeting, and for secretarial work. Members of the Board receive suggestions for the marking or

preservation of sites and monuments; they investigate them and report through the Board to the Parks Service. The physical care, or "house-keeping", as it has been termed, is the responsibility of the Parks Service.

4. Two practices are followed in dealing with historic sites and monuments. One is to identify a place or a building simply by a descriptive tablet. The tablet may be placed on an historic building, on a stone cairn of a type now familiar to most Canadians, or occasionally on a stone or boulder marking the site of the incident commemorated. The Parks Service reports that 388 of these tablets have been placed since 1923, divided amongst the provinces as follows:

Prince Edward Island	18
Nova Scotia	58
New Brunswick	46
Quebec	70
Ontario	119
Manitoba	20
Saskatchewan	8
Alberta	20
British Columbia	28
Yukon	1

5. A second important practice of the Board and the Parks Service is to restore and preserve buildings associated with particular events or periods of history. Some very ambitious projects have been successfully undertaken, either independently or with aid from other departments, from Provincial Governments and from interested organizations and individuals. The Fortress of Louisburg, Fort Anne at Annapolis Royal, Fort Wellington at Prescott, Ontario, Fort Lennox in Quebec are examples of works of restoration and preservation of places of military significance, most of them situated in national parks and housing more or less valuable museum collections illustrating their own history and that of the surrounding area. The most striking military restoration is that of Fort Henry at Kingston, carried out at the joint expense of the Federal and Provincial Governments and now leased to the Province. This was not, however, a project of the Parks Service. It should be mentioned that custody of many sites of military interest by the Department of National Defence may be a serious obstacle to their proper preservation; the Department is naturally concerned with structures because of their military value and not for their archaeological importance.

6. A most ambitious project was the complete reconstruction of the Port Royal Habitation of Champlain at Lower Granville in Nova Scotia. This work was initiated and carried through with the help of many interested friends and voluntary groups, including a number of Americans who contributed money and gave expert archaeological and historical advice. The proper site was discovered by careful excavation, and the

dimensions, materials, and location of buildings were determined by minute examination of records of all sorts. To some questions there was no final answer; “. . . the reconstruction . . . had to rely on inference and reasonable probability where precise information or direct evidence [was] lacking.”³ This striking reproduction commemorates the oldest dwellings of European type in North America north of the Spanish Settlements, antedating those of Quebec by three years and those of the Pilgrim Fathers by fifteen years. In all, the National Parks Service reports twenty-two historic buildings or restorations under its control, distributed amongst the provinces as follows:

Prince Edward Island	1
Nova Scotia	5
New Brunswick	2
Quebec	6
Ontario	6
Manitoba	1
British Columbia	1

VIEWS OF LOCAL HISTORICAL SOCIETIES AND OTHERS

7. Although the work of the Historic Sites and Monuments Board was not formally referred to us for review until near the close of our hearings, representations on this matter from some dozen organizations showed much interest, and a somewhat critical attitude based perhaps partly on incomplete knowledge. We were urged to concern ourselves with the matter even if it were not within our Terms of Reference, on the ground that in reporting on archives we should not neglect “our archives in stone”.⁴

8. Apart from the adequacy of the work of the Board, which will be discussed later, voluntary organizations had three direct criticisms. These came chiefly and most forcibly from the Province of Saskatchewan for reasons that may be revealed at least in part by the tables shown above. There is first an inquiry about the policy of the Board:

“We would like to raise the question of whether the marking is proceeding according to some definite plan. We are interested to know if National Historic Sites have been listed either according to a time sequence or as to historic significance, or as to geographic distribution and whether any such classification is being followed by the Board.”⁵

9. This Society was not clearly informed on the constitution and operations of the Board, but an analysis of the work done shows that there is perhaps some reason for raising the question. Of 388 markings, Saskatchewan has eight, and the three Prairie Provinces together have forty-eight. Moreover, we have reports from local historians of repute

concerning some thirty historic and five prehistoric sites in Saskatchewan that should be commemorated. Of the former, many more than half are of national rather than provincial interest. There are certain obvious reasons for a mathematical disproportion between the provinces and there may be quite proper reasons for all that has been done. The request for a statement of policy, nevertheless, is not surprising.

10. Another cause of serious complaint, from Saskatchewan particularly, but also from Quebec, is the failure of the Board to get in touch with other interested groups, to explain its policy, to keep them informed of its activities, and generally to agree on a proper division of interests. The marking of an historic site may properly be the function of a Provincial Government, of a municipality, or of a private organization, rather than of the Federal Government. This fact is recognized by the Board in its refusal to mark churches, even those of undeniable historical significance. Yet, to prevent both needless duplication and needless neglect, it is said that there should be a clear statement of policy and a constant exchange of information and ideas. The personal link of the provincial member of the Board with his own region has not invariably been found adequate.

11. One disagreement between the Board and certain provincial interests illustrates the rather difficult problems which may have to be met. Should a tablet be placed on the former hide-out of American whisky runners, because it had a considerable reputation in its day? How long is required for history to make crime, if not respectable, at least notable? Is this a circumstance for the application of Renan's dictum that in the history of every great nation there is much to be forgotten as well as much to be remembered?

12. Finally, there is a complaint of inaccurate marking. A member of the Board explained that markers cannot and should not always be placed on the exact site of the incident commemorated:

"We do not definitely put markers at the site . . . the exact site of Fort Gibraltar is now the Winnipeg garbage dump. We obviously couldn't put it there . . . 'Near this spot' is a very favourite phrase. . . . In British Columbia . . . a new highway being put through left the marker twenty feet down in a canyon, and so that has been moved."⁶

The explanation does not entirely satisfy the critics. They agree that markers must be reasonably accessible but feel that some have been misplaced through sheer negligence.

" . . . cairns are being placed somewhere near the sites, yet with no indication on the cairn or near it, of the actual location of the site. In one example which may be cited . . . a cairn has been placed beside the river . . . the actual battle occurred at least one or one and a quarter miles away from the marker yet there is nothing to indicate that the cairn is not on the actual site."⁷

A similar lack of precision in marking was noted in other places. The suggestion was made that where there are sufficient reasons for not placing a cairn or marker on the actual site, the fact should be clearly stated on the tablet, with an accompanying plan, if possible, to show the relation of the marker to the site.

13. There have been a number of recommendations from various sources for a somewhat broader policy, involving greater effort and expenditure, and for immediate action on certain matters which are pressing. From the Prairies comes the suggestion that attention be paid to those prehistoric sites which, as mentioned above, remind the present inhabitants of their curious nearness in time to the Stone Age. We heard also of the site of a famous battle in 1866 between Blackfoot and Cree, as well as Indian camp-sites, and various kinds of stonework. Some sites, both prehistoric and historic, need protection as well as marking. For example, the battlefield of Batoche is duly marked with a cairn, but the remains of the zareba constructed by Middleton have only recently, and perhaps temporarily, escaped being ploughed over by the owner of the land.

14. This need for protection in various places has prompted a number of representations advocating a greater emphasis on preserving or restoring, and less on marking, than in the past. Restoration and preservation is, of course, very much more expensive; but this part of the work is of chief interest to most of the societies which have dealt with the matter. Without detracting from the value of the work done, they think that the main purpose of the tablet or the cairn is to direct attention to the battlefield, the treaty site, the fort or the house, and that if these are obliterated or destroyed, the marker, while informative, is not inspiring. The necessity of employing a uniform pattern of cairn and tablet over the entire country, and of placing them "near" rather than "on" the site is a further discouragement to those who wish to live for a moment in the past; and the illegibility and the uninteresting design of the plaques now used do nothing to stimulate the imagination. The beauty and the accuracy of the works of restoration and reconstruction already achieved have inspired an interest in more frequent preservation as opposed to mere marking of the sites.⁸

15. We have heard also a suggestion that even in the work of preservation the selection of sites and monuments has stressed one theme in history at the expense of others. The Royal Architectural Institute of Canada urges the preservation of old houses of architectural merit on the ground that they are just as historical and much cheaper to maintain than battlefields. The Government, it is thought, might acquire examples of this old architecture; if it is not possible to retain them in their present location, they might be transferred to one of the National Parks or to

some setting similar to their original location. An analysis of the records of the Board shows that, of the twenty-two monuments in its care, sixteen are purely military forts, and one other a fur-trading fort constructed on military lines. Granted that forts are more likely to survive than dwelling houses, and that parts of Canada at certain times have been far from peaceful, this still appears to be a curious emphasis in a country that boasts not infrequently of the longest undefended frontier in the world.

16. That many historic houses, including those of architectural interest, are rapidly disappearing for lack of care, has been emphasized by several organizations and in information sent to us from a number of sources.⁹ In Quebec we heard of the Sillery House, the oldest in Canada, sold to a private person, fortunately to one who is giving it all proper care, but at considerable expense. Another example familiar to all is the famous *Château de Ramezay*, built in 1707 by the Governor of Montreal and for many years the seat of government for the district. The building and a valuable museum collection are being preserved, but with difficulty, by the Antiquarian and Numismatic Society of Montreal. There are still in Quebec some houses, although not many, dating from before 1763, especially upon the Côte de Beaupré and on the Island of Orleans; but these are being rapidly reduced by fire and decay.

17. Although Quebec alone possesses a considerable number of houses dating back to the eighteenth century, there are many fine old buildings in Ontario and the Maritime Provinces. Moreover, age being relative, we found in the most recently settled parts of the country a keen interest in the preservation of the early buildings. Some of the most interesting are wooden structures constantly threatened by decay, by fire, or by careless destruction. "Our political men", said a witness, "do not seem to have the historical sense." Fire has recently destroyed the Decew house to which Laura Secord took her famous message. This house was of architectural as well as historical interest. The meeting place of the first legislature of New Brunswick at Fredericton is about to be or has already been pulled down; and another fine old house, built in 1820 and in good condition, is, we are told, marked for destruction. In Manitoba, Lower Fort Garry, the greatest monument to the fur trade in Western Canada is well preserved, but in private hands.¹⁰ The Ross House, the first building in Western Canada to be used as a post office, has been restored by the Historical and Scientific Society of Manitoba and now stands in excellent condition, in the heart of the city of Winnipeg; the Society, however, has no funds for its maintenance. Manitoba is naturally less rich in historic buildings than the older provinces, but several others of interest were mentioned to us. At Emerson, for example, is a very old Customs House, a fine example of early Red River architecture,

which is being sought by Americans who wish to reconstruct it across the border.

18. A particular problem is presented by churches and ecclesiastical buildings. The Historic Sites and Monuments Board, for obvious reasons, as we have said, takes no responsibility for them. In certain areas, however, where old buildings are rare, they may be the sole representatives of the era of their construction. The old St. Andrew's Church and parsonage, both stone buildings, still stand unmarked on the Red River near Winnipeg; in Lloydminster, Saskatchewan, the original log church of the Barr colonists is used as a garage.

19. An area rich in historic sites as old and even older than any in the rest of Canada is Newfoundland. We heard of nearly sixty sites of general historic interest awaiting the attention of the Historic Sites and Monuments Board. We were told of the traditional landing place of John Cabot (June 24, 1497), of Carbonear, where the early Channel Island settlers produced the "charbon" for heating their homes, of old graves of Basque fishermen, and of the site of Lord Baltimore's Castle inhabited by David Kirke and others. We were taken back not to the eighteenth century but to the seventeenth and (for a brief moment) to the fifteenth. Canada's newest province proudly and rightly claims her place beside the oldest.

20. One important problem was brought to our attention by the Quebec Historical Society. This society expressed its alarm not only at the destruction but at the sale abroad of the monuments and symbols of the past. The possible fate of the Customs House in Manitoba is an illustration of what may happen. A similar problem was discussed by museum curators and others. It was suggested that in Canada we should follow the example of Great Britain and France and save national treasures from export or destruction by scheduling them as of national interest. We assume that the persons who make this suggestion wish the scheduling to be accompanied by proper care, and that we are not to show our respect for our historic possessions by refusing these to people who value them, and then leaving them to destruction and decay.

21. It may be said, in conclusion, that the preservation and marking of Canada's historic sites and monuments excites a lively, if limited, interest. The existence of the Historic Sites and Monuments Board is noted with gratitude, and its work is appreciated. There is, however, apart from minor criticisms, an urgent demand that more work be done, especially in preservation and reconstruction, that there be conducted a much more minute and methodical investigation of what still remains and is worthy of preservation; and that closer and more systematic co-operation be established between the various authorities concerned with this important national task.

“VOLUNTARY BODIES” AND “FEDERAL AGENCIES”

A POSTSCRIPT

IN THIS section of the Report we have discussed the work of voluntary societies and their relations with certain agencies of the Federal Government; later in the Report we shall suggest methods by which in a positive way the activities of these federal agencies could become of greater value and interest to the people of our country as a whole. In the course of our inquiry, however, we have heard a number of observations to the effect that the Federal Government could do much to aid the work of local societies and institutions throughout Canada if it were prepared to revise or to relax certain of the regulations and restraints which, various local organizations informed us, are on occasion somewhat rigidly applied. For example, the Community Planning Association believes that its operations should be considered as “charitable” within the meaning of the Income War Tax Act, 1948, so that private or corporate contributors to its funds could claim deductions in computing their income tax returns, and other organizations have suggested that the regulations governing this matter are too severely interpreted.

2. We do not propose to comment on the complex legislation and regulations which must govern Canadian tax and tariff practices; it seems to us, however, that we should record a few of the points, relevant to this section, which have been made to us.

3. Local museums and galleries throughout Canada have made firm representations on the difficulties which they constantly experience in bringing exhibits and works of art into Canada, from the United States and elsewhere, for temporary exhibitions. We were told in Halifax that,

“ . . . tariff barriers . . . for scientific and cultural exhibits and supplies . . . are an unmitigated and discouraging nuisance . . . local examiners . . . are apparently compelled to see only that an article is made of brass, could be classed as furniture or might be used for peeling potatoes, and so the more restrictive and expensive provision applies”.¹

The Montreal Museum of Fine Arts finds it cumbersome and time-consuming that customs regulations designed for commercial purposes are not infrequently applied to works of art and related material, whether in

exhibitions or as individual pieces. The Museum suggests that there should be some simple licensing procedure which would permit museums and galleries to import works of art on temporary loan and would do away with the present formalities which are, we gathered, a serious obstacle to the arrangement of important exhibitions in Canada. We heard similar observations in Saint John, Quebec, Toronto, Calgary and Vancouver, and the Art Gallery of Hamilton told us, somewhat to our astonishment, that as art exhibitions from abroad travel from one Ontario city to another, customs regulations must be observed in each city. We understand that regulations have been modified since some of these briefs were presented and that it is probably no longer true that race-horses from the United States travel with more freedom through Western Canada than American exhibitions of works of art, as the representatives of the Western Art Circuit wryly observed. But regulations governing the importation of works of art on loan for temporary exhibition in individual galleries still apparently cause vexatious delay and add to the difficulties of mounting an exhibition.

4. The Federation of Canadian Artists proposes that for the importation of works of art on temporary loan from abroad for exhibition in a recognized gallery in Canada no more should be required than a sworn statement from the curator or the person responsible.

5. Various Film Councils in Canada and other societies interested in the theatre have suggested that import restrictions should be removed on films, and film and theatrical equipment, when destined for non-profit organizations engaged in educational activities. This point was emphasized by the Canadian Handicrafts Guild and by the *Chambre de Commerce de Québec*.

6. We are aware that departments of government, responsible for these matters, must have great difficulty in providing for exceptional circumstances, and that good law makes hard cases; but from the emphatic and widespread convictions which we have observed throughout the country we consider that present practices concerning gifts to voluntary organizations and the importation of cultural and educational materials should be reviewed.

CHAPTER XII

THE UNIVERSITIES

INTRODUCTION

IN THE earlier stages of our inquiry we had thought that the universities of Canada were quite outside our Terms of Reference and consequently, that they should not be included in this survey. As our work progressed, however, we naturally found it impossible to ignore the role which Canadian universities play in the subjects with which we are formally concerned; and we were strengthened in our belief that we must take this matter under review by the many representations made to us. In Chapter XIV we shall be noticing certain specific problems of Canadian universities; at the moment we propose to discuss the role of our universities generally in Canadian society.

2. The universities are provincial institutions; but they are much more than that. It would be a grave mistake to underestimate or to misconceive the wider and indeed universal functions of these remarkable institutions. We are not here concerned with them as units in a formal educational system or as representing the final stage of an academic career. We are convinced, however, that we cannot ignore other functions so admirably performed by Canadian universities. They are local centres for education at large and patrons of every movement in aid of the arts, letters and sciences. They also serve the national cause in so many ways, direct and indirect, that theirs must be regarded as the finest of contributions to national strength and unity.

3. We have been privileged to hear from universities collectively and individually. An important statement from the National Conference of Canadian Universities gave us the official views of the organization of which all Canadian universities are members. We have also received eighteen submissions from degree-conferring institutions or from their heads. The universities have defined their place in Canadian life and we fully accept this statement which appears in their collective brief:

"The work of the Canadian Universities is of vital and continuing importance to national development in the Arts, Letters and Sciences, to such an extent that this would be jeopardized or crippled if the activities of the universities were curtailed."¹

THE UNIVERSITY AS A CENTRE FOR LOCAL ACTIVITIES

4. It seems appropriate to examine in some detail the local activities of universities, occasionally taken so much for granted that their importance is not realized. We have said that the university is the local patron of arts, letters and sciences. This is especially true in relatively isolated areas in the Atlantic Provinces, on the Prairies and on the Pacific coast where universities are called on by diverse voluntary groups for equally diverse services. These involve both equipment and staff. The university may act as host in the evening hours to any one of the great variety of organizations described in a previous chapter. It may supply not only the lecturer but the club-room as well and even the officers of the club. The university head and members of his staff have always as many extramural engagements as their academic work permits. This practice may be open to objection. Too great dependence by voluntary societies on university faculties may not be good for either group. However, in smaller centres where few have leisure for intellectual pursuits, it is true to say that the university gives energetic leadership to many movements on which the well-being of the community depends, a leadership made more important by the presence on the staffs of universities of many of our foremost writers, musicians and painters.

5. Not only does the university serve voluntary groups, it is also the fountain-head of a stream of communal activities. University libraries, conservatories of music, collections of pictures, films, gramophone records, museum materials of all sorts are placed at the disposal of the public in that hospitable spirit which is in the university tradition. In isolated regions, where such facilities are few, universities not only serve their immediate neighbourhood as best they can; they try despite all handicaps to refuse no request for help lest a serious student be discouraged.

6. The university also reaches far into the community through night classes, summer schools, musical organizations, extension departments and through voluntary societies. The first two serve many students who must supplement their regular courses. They are largely attended by teachers and others who need further special training. They provide many with an opportunity to broaden their interests and deepen their understanding. These services are often rendered at no little inconvenience by the smaller universities with limited staffs. They may interfere with the research work

and private study of hard-pressed teachers. They could not, however, be withdrawn without causing disappointment and even resentment.

7. The extension departments reach out even further to many who perhaps have no idea what the university has to offer them. Some universities have established through such departments important library services and systems of film distribution. Extension workers form or help to form study groups of all kinds throughout the country. Farm forums, workers' study circles, homemakers' clubs, women's institutes, co-operative clubs, art groups, and clubs for young people, all owe much to the initiative of the universities. These are linked with the short courses and conferences which, with the summer schools, crowd our universities through the long vacations. Some of these activities may seem remote from the traditional university role; and so they are. Universities are doing work vital to a healthy national life and often only the universities can do it.

8. There is no lack of variety in the services of a Canadian university. The transition from a critical edition of an obscure mediaeval poet to the organization of a young farmers' club is a formidable one. But the university makes it. There may be no one else to do these things. However inadequately they may be done, the university has gallantly met the challenge of a new country to do everything it can and to do it immediately. Throughout Canada it represents to the community every aspect of cultural life, from "grass roots" to "ivory tower". Were our universities to close their doors except to the formal academic student, voluntary local effort in the intellectual and cultural field would lose much of its life and spirit.

THE UNIVERSITIES IN THE NATIONAL SERVICE

9. We have outlined the communal services of the Canadian universities. They can now rightly claim that they play also a national role. To the graduate and specialized schools in Canadian universities come students from every part of the country; this has led to the creation of a network of cultural communication between provinces and indeed with other countries; at each of the larger universities in Canada there are students from all the provinces. Further, universities assume special responsibility for certain national problems, neurology and neurosurgery at McGill, for example, aerophysics at Toronto, or mediaeval studies at the University of Montreal.

10. The universities are also recruiting grounds for the national services. Twenty-five years ago relatively few graduates entered the public service. Today university qualifications are required for more and more posts in the civil service of Canada. There are now some 8,000 graduates of Can-

adian universities in the federal public service, and the demand keeps pace with our growing importance in world affairs. In 1949, 600 graduates were selected for appointment. In the Department of Agriculture alone out of a total strength of about 6,000 more than 2,000 are graduates of our universities. The Department of External Affairs employs about 250 graduates in an establishment of 1,200. Large numbers of university men and women are now employed by the Federal Government during the summer months. In 1950 about 550 graduates and 1,900 undergraduates were engaged on agricultural projects, economic and statistical programmes and surveys of various kinds.

11. It is perhaps unnecessary for us to dwell upon the great contribution which Canadian universities made to the defence of our country through the fundamental research work which they undertook during the war, and are continuing in the perilous times in which we live. It is true to say that our very safety depends upon this work of vital national importance which only the universities can do. There is, of course, a further point arising from this: if we are to be able to pay for our very heavy expenditures on defence, and if we are to be able to maintain a tolerable standard of living at the same time, we must increase and continue to increase our national income through the more efficient development and exploitation of our natural resources. For these purposes, trained men and women are essential, and again the universities are called upon to produce them.

12. A still more recent development in this field is the service of the universities to the armed forces. In general all commissioned ranks in the Canadian Army must on appointment now have a degree from a recognized university. Similarly a degree is necessary for appointment to commissioned rank in all branches of the Royal Canadian Air Force. University qualifications are now required to an increasing extent for commissions in the Royal Canadian Navy.

13. The nation is indebted to the universities for another form of service. It cannot be expressed in precise terms but its importance is obvious. The government, more and more frequently, borrows members of university staffs for special duties, not only in periods of emergency, but as a normal practice. Such loans, despite the inconvenience caused, are cheerfully granted by the universities, and rightly so. The service of the State must benefit by the efforts of those who bring to it independent minds and the spirit of the volunteer.

SCIENTIFIC RESEARCH

14. Scientific research is essential to material well-being and national security; the universities gave it birth, without them it would die. The

thousands of men and women engaged in fundamental research—the free search for scientific truth—in special fields of investigation such as atomic energy and in general industrial research and development have been trained with few exceptions in Canadian universities. Moreover, universities are the principal sponsors of research in most branches of science, both fundamental and applied; and although the National Research Council supplies costly equipment and maintains many graduate research workers, those who direct the research are almost wholly paid from university funds. In addition to this expense, the universities provide and maintain laboratories, accessory apparatus and mechanical services. Although the National Research Council provided in 1949-50 over one million dollars for research in Canadian universities and the Defence Research Board in the same year almost half a million, for every thousand dollars given to the universities for research, three hundred must be found from their own resources. In short, the whole scheme of scientific research in Canada assumes the continuance and the expansion of university work.

15. We have felt it fitting to make this brief statement on the services rendered by the universities both to the local community and to the nation as a whole. The functions we have outlined go beyond the central role of the university in the field of formal education; but these added activities both communal and national are nonetheless essential elements in the university tradition. Moreover, they are so valuable that should they cease, or even be curtailed, other institutions would have to be created by the community or by the national government to carry them out.

THE PLIGHT OF THE HUMANITIES

16. Because we are deeply convinced of the vital role which universities play in the life of the nation we are concerned with a tendency common to Canada and to most other countries which, if not checked, will undermine their work in every field. We refer to the fact that subjects commonly associated in the public mind with cultivation and learning have been crowded out of the curricula or have lost their traditional character. Those reared in a respect for the classical tradition have long deplored the shifting of ancient landmarks, and even casual observers have their misgivings. This tendency affects not only the nature of the university's function but the quality of its product. "The plight of the humanities" has involved the sciences as well, and the whole question has of late been the subject of much discussion, indeed of anxious inquiry. On this subject we have had many important representations from Canadian institutions of higher learning.

17. We shall later on discuss in some detail the philosophic distinction between the scientific and humanistic fields, and their relation. Our immediate purpose is to present the practical aspect of the problem in relation to the work of the universities. Not everyone, however, is convinced of the existence of the problem. Some regard the disappearance of the humanities as inevitable in a practical age and the practical man may say: "Why revive them?" Yet at the same moment he may well be asking: "Why can't my staff draft a lucid memorandum or an intelligible letter?" It is very easy to miss the close relation between these two questions. There is a persistent illusion that what we call the humanities is mere educational embroidery, perhaps agreeable but certainly irrelevant. It is easy to forget that the liberal arts provide not the decoration but the fabric itself. The purpose of such great subjects as history and philosophy and literature, if we may tread a well-worn path, is nothing less than to teach the student how to think, to train his mind, to cultivate his judgement and taste and give him the capacity to express himself with clarity and precision. Nothing could be more practical than that. If we feel as many do that higher education shows a diminishing capacity to achieve these ends, we are without knowing it deploring the decline of the humanities.

18. Humanistic studies do not belong only to the faculty of liberal arts but should pervade the professional schools as well. They should permeate the entire university. One of the functions of a university is to train persons for the liberal professions, but a liberal profession is "liberal" only because it includes education in the liberal arts. A professional school without the humanities is little more than a technical institute. Our practical man may ask: "Why burden a doctor, engineer or lawyer with training in academic luxuries? Why ask him to make useless digressions into the humanities?" The answer is that the liberal arts, properly taught, make an able doctor, engineer or lawyer still abler in the practice of his profession. The mental discipline which comes from the liberal arts should develop in the student the ability to think clearly. He can also gain the breadth of view which enables him to see his professional task in the wider context of life. To exceptional persons such powers may come naturally. But wise professional men, and men of business, are the first to recognize the fact that there are few students, however good their professional training, whose capacity in practical affairs is not increased by some acquaintance with the liberal arts.

19. A similar neglect of the humanities is observable in many courses in pure science. Although rigid training in the methods of research has been intensified, the disciplines of the humanities have been steadily reduced. The Church of England in Canada wisely declares in its brief that "no field of knowledge or research, however important in itself, should be

allowed to become a substitute for a basic training in the humanities".² This view we believe is shared by many who work in the natural sciences and who understand their relation to life. The serious results that follow when it is ignored are demonstrated by complaints that too many scientists, especially in certain fields of applied science, are only glorified technicians, lacking any broad understanding of the field in which they labour, unable to bring sound critical judgement to bear on the results of their efforts. The same evil is observable in the field of the social sciences. These studies are growing in importance but one must often question the conclusions reached by those who are too early exposed to rigid and complicated technical training before they have knowledge and understanding of human society, the material of their future labours.

20. Moreover, where the humanities are still taught, they seem to be losing their traditional character. It seems to us that the classics have been largely taken over by the philologist, that history is becoming a branch of sociology, that philosophy is under the shadow of psychology, that the study of English literature is losing its power to encourage good writing and wise reading. This is the true plight of the humanities; it is not so much that they have been deserted as that they have lost their way. Having forgotten their true purpose, which dictates its own techniques, they have shown a tendency to adopt utilitarian and so-called scientific methods admirable in themselves but dangerous when misapplied. We do the humanities no service by deploring their decline and striving to reinstate them without comprehending their task. Their neglect, serious as it is, is less serious than their misuse.

21. The humanities, in short, are to be valued for themselves. Not only does a study of the liberal arts give education the mental discipline without which it is meaningless, it gives the student the intellectual curiosity and interest which enrich his life. The purpose of the university is, through a liberalizing education, to enable persons to live more complete lives; this should be true of any training which has a proper place in a university. Academic courses stripped of the humanities lose enrichment as well as discipline. They provide for a living, but not for the life which makes living worthwhile. How have we come to neglect this essential truth? We have already mentioned the mechanical and utilitarian tendencies of the past generation or two. There is now some evidence of a change but the plight of the humanities causes grave concern, and as we have said, serious people are looking for a remedy. We have no easy remedy, but we do believe that at least something can be done to restore to those impractical subjects, so-called, the respect too long refused them in a practical age.

22. The humanities have become poor relations. If, for example, the size of a university library is not an unfair index of the attention devoted to the liberal arts, and particularly to research in this field, the relevant facts are illuminating. If a list of North American universities were to be arranged in accordance with the number of volumes in their academic libraries, the best-equipped Canadian universities would be distressingly far down in the roster. Moreover, most of the libraries in American universities possessing more volumes than the largest Canadian university library belong to institutions which are of more recent foundation and which have fewer students than the foremost Canadian universities; and many of these are located in cities possessing very large municipal libraries. This serves to remind us afresh of the debt which Canadian universities owe to the United States, and also of our regrettable tendency to lean too heavily on American institutions for services which we should have provided for ourselves.

23. Moreover, if the scale of salaries is any indication of the value attached to academic work, the following tables are instructive. The figures are based on conditions existing in three Canadian universities. There is reason to believe that they are representative of the whole field in the relative salary scales.

TABLE I

Salaries in Three Representative Canadian Universities
1949 - 1950^a

THE HUMANITIES

Salary Range (\$)	Number of Professors	Number of Associate Professors	Number of Assistant Professors
5,250—6,750	18	1	...
4,500—5,249	15	4	...
3,750—4,499	7	10	5
3,000—3,749	....	8	31
2,500—2,999	....	....	16
High	\$6,500	\$5,500	\$3,750
Upper Quintile	5,750	4,250	3,500
Median	5,000	3,750	3,000
Mode	5,000	3,500	3,000
Low	3,750	3,000	2,500

TABLE II

Salaries in Three Representative Canadian Universities
1949 - 1950

ENGINEERING, MEDICINE AND SCIENCE

Salary Range (\$)	Number of Professors	Number of Associate Professors	Number of Assistant Professors
10,000 and over	4	....	....
6,750—9,999	8	1	....
5,250—6,749	35	3	2
4,500—5,249	16	11	3
3,750—4,499	5	38	3
3,000—3,749	....	14	64
2,250—2,999	....	....	9
High	\$ Over 10,000	\$7,000	\$6,500
Upper Quintile	6,500	4,500	3,500
Median	5,500	4,000	3,250
Mode	5,000	4,000	3,000
Low	4,000	3,250	2,250

These figures are disturbing; they reveal clearly that in the Humanities university positions are both fewer and less well-paid than in the pure or applied sciences:

24. Yet we must remember the resistance which within the limits of resources has been offered to this unhappy trend in academic life. The Canadian Catholic Conference has paid high tribute to these forces of resistance. At the same time, recognizing that the humanities are more necessary than ever for the preservation of our traditions, the Conference has insisted on "the critical need of preserving the humanities whose aim is to form the man himself and to develop his intelligence, his conscience and his taste . . ." ²⁴ The representatives of the Canadian universities themselves, as we have suggested, are far from content with the present situation illustrated by the figures we have shown above.

THE FINANCIAL CRISIS OF THE UNIVERSITIES

25. But the starvation of the humanities is only one symptom of the problem affecting all departments of these institutions which, as we have seen, are an indispensable factor in Canadian life. Our universities are

facing a financial crisis so grave as to threaten their future usefulness. In the brief received from the National Conference of Canadian Universities an illuminating table appeared which we have thought it right to reproduce. It gives comparable accounts for eight universities: Laval, McGill, Queen's and the Universities of British Columbia, New Brunswick, Saskatchewan, Toronto and Western Ontario. This representative group includes three-quarters of all Canadian university students.

TABLE III

The Pattern of Canadian University Finance
from 1943 to 1949

	1943-4	1944-5	1945-6	1946-7	1947-8	1948-9
(In thousands of dollars)						
Income from endowments	1,562	1,827	1,684	1,635	1,697	1,749
	15.9%	17.9%	11.5%	8.1%	7.9%	8.0%
Income from students' fees, exclusive of board and lodging	3,378	3,444	5,539	8,028	8,537	9,932
	34.3%	33.8%	38.0%	40.0%	44.2%	48.0%
Grants from provincial governments — other than grants from specific projects	3,978	4,289	4,487	6,262	5,573	6,082
	40.5%	42.2%	30.8%	31.2%	25.8%	32.8%
Receipts from Department of Veterans Affairs, Supplementary to students' fees included above....	4	4	1,865	3,222	2,822	2,137
	0.0%	0.0%	12.8%	16.0%	13.1%	10.3%

26. The universities face the twin spectres of falling revenue and rising costs. Student fees have increased to some extent, but income from this source can meet only a small part of the deficit. It will be seen that the universities referred to in the above table had in 1948-1949 to find 52 per cent of their revenue from sources other than fees: 32.8 per cent from provincial governments, 10.3 per cent from the Department of Veterans' Affairs, in all 43.1 per cent from government sources.

27. It will be noted also that the proportion of revenue from endowments and from provincial grants in relation to total revenue has decreased. This has caused a greater proportional dependence on students' fees; additional grants from the Federal Government during the last few years have no longer filled the gap. These grants were made to assist Canadian

universities to meet the increased overhead expenses created by the admission of the ex-service students after the war whose tuition was paid as part of the scheme; the Federal Government paid \$150 per student per annum. Even this aid could not solve the universities' problems and it will end on June 30, 1951, before the last of the ex-service students graduate. Under post-war pressures the universities have had to meet fresh expenditures; they have been impelled to include new services and courses, to expand their professional schools and to provide additional equipment for research. Even when capital grants have been given them for new buildings, the maintenance of these has created new financial burdens.

28. Between the years 1943-44 and 1948-49 university enrolment increased greatly without any equivalent increase in university budgets. Thus the average expenditure per student has dropped from \$515 to \$433, during a period when the cost of living has risen almost fifty per cent, as shown in the following table:

TABLE IV

Expenditure of a Group of Canadian Universities for Academic Purposes

(Exclusive of expenditures for new construction and expenditures on board and residence)

Academic Year	Total Expenditures	Number of Full- Time Students	Expenditure per student
	\$		\$
1943-4	9,831,000	19,071	515
1944-5	10,190,000	20,971	486
1945-6	14,575,000	36,921	395
1946-7	20,090,000	47,812	420
1947-8	21,597,000	49,991	432
1948-9	20,712,000	47,811	433

This calls for comment. In a business enterprise a fall in the cost of a product would entitle the management to praise. In a university such a development may not be so laudable. Sound economy in both commercial and academic establishments is, of course, a virtue, but not even a business is exempt from the consequences of false economy; and in a university the adverse effects of false economy take longer to discover and too often lead to a fall in educational standards: overworked professors, overcrowded classes and inadequate equipment. Such deterioration in services wherever it exists will become permanent if revenues are not increased. At a time like the present when greater expenditure is needed

even to maintain the present level, our universities will under these conditions suffer very seriously in the quality of their work.

29. Financial pressure is responsible for another development. As tuition fees have risen students are drawn more and more from those communities which have greater financial resources. Although comparable statistics are difficult to obtain we were told by the heads of urban universities that in recent years the proportion of students from the country has fallen materially and that more and more students come from the cities. The university is thus increasingly deprived of an element which gave it much strength in the past, and the student population is thrown out of balance. The chief causes are economic. Not only are students whose homes are in the cities better able to pay their way, but their expenses are reduced by living at home. Thus money plays a too important part in determining the composition of the student body. But it is not the country student alone who is affected. Even in university cities many a promising boy or girl is barred by the lack of the necessary means. To this problem we shall return in another chapter.

30. We have perhaps compressed into too short a space our analysis of this disturbing situation, so familiar to all within our universities, so little understood by many outside. Universities have become essential institutions of higher education, of general culture, of specialized and professional training and of advanced scientific research. For years they have been handicapped by inadequate income; now they face a financial crisis. Their enforced economies have had many unhappy effects; important plans of development and expansion have been curtailed. The quality of the work done has been impaired, the composition of the student body has been adversely affected. The result, however, which most nearly affects our work as a Commission, and which we consider to be the most dangerous because the most subtle, is the one already discussed at length—the neglect and distortion of the humanities. We have been told that although penury is by no means the sole cause of this unhappy situation, it has been an important contributing factor. Under contemporary demands the modern university is urged to provide expanding facilities for technical training. The urge “to speed up production” and to emphasize technology in the university’s curricula has led to a growing stress on purely utilitarian subjects in academic courses. The practical result has been what one witness called “conspiracies to prevent people from being educated”. It is certainly neither our right nor our wish to tell the universities how to do their work, but, if financial stringency prevents these great institutions from being, as they have said, “nurseries of a truly Canadian civilization and culture”, we are convinced that this is a matter of national concern. We shall therefore make in Part II recommendations on measures to enable our universities to fulfil more completely their essential functions.

CHAPTER XIII

NATIONAL SCHOLARSHIPS

OUR Terms of Reference mention scholarships twice. In the preamble it is stated that it is desirable to subject to an inquiry "... the system of aid for research including scholarships maintained by the National Research Council and other governmental agencies ... with a view to recommending their most effective conduct in the national interest and with full respect for the constitutional jurisdiction of the provinces ...". In a later paragraph, the Commissioners are directed to make recommendations upon "... methods by which research is aided including grants of scholarships through various Federal Government agencies".

2. A formal and literal interpretation of these instructions might limit our recommendations to the scholarships at present granted by various federal organizations. Even this would entail fairly broad responsibilities since nine Federal Government departments now award scholarships or give research grants to students.

3. In so doing, however, it seems to us that we should be forgetting the saying of St. Paul: "... the letter killeth but the spirit giveth life". Moreover, the very title of our Commission imposes a much broader view of the problems involved: the word "development" implies or requires that past and present efforts be reviewed in order that Canadian cultural life should be advanced as well as considered. Canada's future cultural development depends primarily upon the availability of higher education for her young people; the more students with ability who receive such education, the wider will be the scope and variety of Canada's cultural possibilities.

4. It is, we believe, our duty to consider how the Canadian Government can best provide financial assistance to a great number of young Canadians who, although qualified, without such help would be unable to acquire the intellectual development needed for their own good as well as for the good of their country. Our interest in scholarships, therefore, does not stem from a desire to improve educational institutions or their

programmes, though naturally we are interested in these matters. Our care is rather for the Canadian citizen and for his right to the opportunity to develop fully his intellectual possibilities. That right has been well set forth by the *Fédération des Chambres de Commerce des Jeunes de la Province de Québec*: "Scholarships do not concern any particular educational institutions, any particular granting organization or any particular government, but all the students of a province and even of the whole country".¹

5. The Canadian constitution does not forbid financial assistance to a citizen in order to help him to carry on studies in his chosen field. No one will contend that the granting of such assistance by an individual or group constitutes an interference with the country's educational system, the independence of the educational institutions or the programmes of these institutions. A similar reasoning applies to the financial aid which the Federal Government might provide to any citizen to enable him to pursue ordinary or specialized education.

6. We shall be noting later in some detail the scholarship practices in other countries; at this point it may be useful to make one or two comparisons between the extent of assistance offered to students in Canada and that available to students in other countries; these comparisons we find disturbing. In 1948-49 when university enrolment in this country reached a total of 79,650 students, 23,100, that is about 30 per cent, were ex-servicemen holding bursaries from the Federal Government; but apart from the ex-servicemen, only one out of six or seven students, or less than 14 per cent of the total enrolment in Canadian universities, were holders of scholarships, even when students with bursaries under the Vocational Training scheme are included. When it is recalled that approximately 14 per cent of Canadian students were scholarship holders in 1938, it will be realized that we have made no permanent advance in these ten years.

7. On the other hand in Great Britain, in 1947-48, 25 per cent of the students, apart from ex-servicemen, held bursaries. Moreover, we understand that government plans for scholarships will result in the increase of this proportion to 70 per cent of the total number of university students. In the United States, the Presidential Commission on Higher Education has suggested a generous scheme with scholarships to be granted to 20 per cent of the total university enrolment as a first step; and has recommended for this purpose an initial vote of \$120,000,000. In France, many bursaries are given for academic distinction at all levels of education, and since university fees are negligible, any thrifty and intelligent youth can proceed to the highest university degrees.

8. We proceed now, in accordance with our Terms of Reference, to consider scholarships in Canada.

POST-GRADUATE SCHOLARSHIPS

9. In Canada, although it has been traditional that many undergraduates pay their way through the university by summer and other employment, for many years it has been found essential to provide assistance for post-graduate students; but it has not yet been found possible to establish an adequate system of scholarships for undergraduates. In any national scholarship structure, undergraduate scholarships are the foundation of the system and of these we shall speak later; post-graduate and post-doctoral scholarships form the superstructure, and these have long been accepted in Canada as part of our educational systems. Undergraduate scholarships and post-graduate scholarships must be complementary parts of any plan which has as its objective the gradual improvement of the general intellectual standard of the nation through wider opportunities for its more gifted members.

10. In the briefs presented to us, the right of the Federal Government to grant scholarships to students or to research workers in science, health and social work was assumed. It was agreed that the public interest and the progress of our country were here involved. Moreover, not infrequently astonishment was expressed that the government had not yet undertaken to do for the humanities and social sciences what it had already done for scientific and professional studies; and it was stated with regret that Canadian graduates in the arts or the social sciences are in a position of inferiority to their fellow-students in the natural sciences to whom many scholarships are already made available by the Federal Government.

11. The National Research Council distributes a large number of post-graduate scholarships for advanced work in science. The grant of post-graduate scholarships was the first official act of this agency; in the first year of its foundation it offered to young Canadians twenty-five scholarships for advanced study in certain scientific fields which seemed to be neglected in Canada. It is moreover a principle of the National Research Council to establish new scholarships (and the same is true of research grants) as new needs, created by scientific and technical progress in our country, arise; all candidates, whether for scholarships at an elementary or for fellowships at the highest level of professional competence, must give evidence of special interest in and capacity for research.

12. In 1949-50, 154 awards were made at a cost to the council of \$109,200, including eighteen fellowships of a value of \$900. These fellowships are offered to graduates competent to engage in independent research and able to devote almost their full time to this work. The scholarships of 1949-50 included also fifty-six studentships of a value of

\$750. The beneficiary of this type of scholarship must devote the greater part of his university work to research, while at the same time continuing his advanced studies in science. Sixty-eight bursaries of a value of \$450 were granted to recent graduates who wished to pursue further their scientific studies and to begin their careers as research workers. In addition, the Council granted six special fellowships for advanced study abroad, ranging in value from \$750 to \$1,500, and six post-doctoral fellowships for study abroad of a value of \$2,500. In addition to these scholarships reserved for the fundamental and applied sciences, the National Research Council also awarded forty-one fellowships and four senior fellowships in medicine.²

13. In accordance with the National Research Council's policy of international exchanges among its scientific workers, it also offers fellowships to scholars from abroad to come and work in the Council's laboratories. In 1949, about seventy-five such scientists from other countries took advantage of these scholarships.

14. We have heard nothing but praise for the National Research Council, its organization and its administration, especially for the manner in which it administers its scholarship system. Thanks to a wise policy, made effective by the scholarships and grants of the National Research Council, Canada was able to find the large number of specialists needed by the Council during the recent war. Today, more than 100 professors in the various sciences in our universities, more than 140 scientific workers and technicians in industry, and more than 100 technical workers in the various services of the Federal Government, (without counting 71 scientists working for the Council itself), formerly held scholarships from the Council.

15. The Department of Health and Welfare also grants a number of scholarships, most of them for graduates who, after undergraduate studies of a professional or technical nature, wish to become specialists in psychiatry, in public health, in radiology, in laboratory science, or in kindred matters. In 1948-49, Parliament voted \$500,000 for the post-graduate training of specialists whose work was considered vital to our national health. The choice of the specialists to be so trained is left to the provinces which also determine the amount of the scholarship to be awarded to each student. The holders of these scholarships undertake to practise their specialized skill during a certain minimum time in the province which recommended them to the Federal Government for post-graduate training.

16. In addition to these scholarships from the Federal Government, a number of graduate scholarships are offered by Provincial Governments and by other agencies including voluntary societies. For example, the Province of Quebec for the past thirty years has granted each year several scholarships for advanced study in the universities of Europe and

the United States. Some of these scholarships are tenable for a number of years.

17. Canadian universities grant about two hundred post-graduate scholarships each year, some of them tenable abroad. Universities also assist their students to continue post-graduate studies by engaging them as junior lecturers, leaving them as much time as possible for their own studies and research.

18. Voluntary societies have been generous in assistance offered to graduate students. The Imperial Order, Daughters of the Empire offers annually in each province a scholarship which enables the student to continue his studies in a university in Great Britain. The Canadian Federation of University Women offers a travelling scholarship for advanced study, and junior scholarships for post-graduate study in Canadian universities. The Royal Society also offers a number of fellowships for research, chiefly in the natural sciences. The St-Jean-Baptiste Society of Montreal established in 1944 a system of loans called "*le Prêt d'Honneur*", of which the purpose is to help needy students of recognized ability to undertake or continue specialized studies. From 1944 to 1948, 223 loans have been thus made to 172 students. The *Société l'Assomption*, a voluntary association created for the benefit of the Acadian groups in the Maritime Provinces, created, twenty years ago, a foundation for scholarships. In 1949-50 this association provided scholarships for 202 students. We have been told that in one year \$250,000 has been allotted by the *Société l'Assomption* to scholarships.

19. It is, however, somewhat surprising to discover that even in scientific fields the Federal Government has been much less generous to Canadian students than have the governments or institutions of other countries. In 1948-49 there were 207 Canadian scholarship holders who were known to be pursuing their advanced studies abroad in various sciences; there were no doubt many others. In this same year, only 197 Canadian scholarship holders were engaged in scientific study in Canadian universities. It is, of course, true that some of these Canadians studying abroad were holders of scholarships from the National Research Council or from a Canadian foundation; but the number of scholarships in science granted to Canadians by universities or institutions in countries abroad is considerably greater than the number of scholarships available to our graduates in our own country. In the humanities and social sciences the disproportion between aid from abroad and aid from Canada is much greater. These generalizations, of course, do not apply to the generous interpretation of the D.V.A. policy which has permitted many Canadian students to study abroad.

20. Although we have not been able to determine all the post-graduate scholarships abroad which are available to Canadian students, it is apparent

that the greatest liberality is shown not only by the universities of the United States but by such institutions as the Rockefeller and Guggenheim Foundations and by the Carnegie Corporation. It would be extremely difficult to discover how many Canadian students are pursuing post-graduate studies aided by scholarships in American universities. The British Council has also been generous to us. In 1950-51 five British Council scholarships have been granted to Canada. In addition, the Government of Great Britain supplies yearly both travel grants and industrial fellowships to Canadians. For Canadians who wish to study in Great Britain there are, of course, generous scholarships available, including the Rhodes, the Nuffield, the Exhibition of 1851 Scholarships and many others from university and private sources. Following the policy already initiated before the war, the Government of France since 1945 has been awarding scholarships each year, now numbering forty, for study in France; and these are available to the graduates of all Canadian universities. These scholarships of the French Government are worth approximately \$600, to cover a ten-month period of studies; to this is added the cost of one-way travel expenses. In 1949 the Government of Sweden began to offer scholarships to Canadian students; and the Government of Brazil has been awarding scholarships to graduates of Canadian universities for some years.

21. It is clear that although the Federal Government accepts the principle that scholarships should be offered for the encouragement of post-graduate studies, in no field are these scholarships offered on a lavish scale; and certain important areas of study, especially in the creative arts, the humanities and the social sciences, are left almost entirely to the efforts of voluntary societies. A number of important voluntary organizations have expressed with some urgency their conviction that there should be established an adequate system of scholarships for the encouragement of post-graduate studies, and that the neglect shown particularly in the fields of the humanities and the social sciences should be remedied.

22. The brief of the student veterans of the University of British Columbia speaks with clarity and force on this subject:

"Our investigations showed that while the materially productive sciences were fairly satisfactorily cared for by private endowments and such governmental aid as the National Research Council, the social sciences and arts receive comparatively little support. It is natural that those studies which lead to the direct benefit of private interests should receive their support. Nonetheless, the humanities are equally important to the nation as a whole, though the results of advanced study in them are frequently apparent only in the long-term view of the nation's society and culture. Therefore the humanities must look to the federal government acting for

the nation as a whole and in farsighted expectation of future benefits, to supply the necessary support."³

23. The Humanities Research Council of Canada in its brief to this Commission spoke of the unfavourable position of Canadian graduates in the humanities; and the Royal Society of Canada makes a similar reference. But we were particularly struck by the earnestness and the acuteness with which those who are responsible, Protestant and Catholic alike, for the spiritual guidance of the Canadian people, discussed these matters, showing how fully aware they are that it would be difficult to maintain in Canada a proper sense of essential values, moral and intellectual, if we permit the study of history, of literature and of philosophy to become neglected and debased. Similar views were expressed to us by a number of voluntary organizations with no immediate interest in educational matters.

24. We find it also reassuring to observe that various Canadian scientists, invited to assist us in our work, have urged us to make a strong recommendation that the Government establish a system of scholarships for graduates in the humanities. They emphasized the profound importance of the humanities in the training of young minds.

25. We have already stated in a previous chapter our view that this neglect of the humanities is a grave danger to our national life. Lack of financial aid for post-graduate studies in these fields seems to be both a symptom and a cause of this neglect. No one has suggested that scholarships alone can restore vitality to these subjects. It has, however, been urged that financial encouragement would, by equalizing financial opportunities for post-graduate students, do something to remove the barrier which now discourages those with a natural interest in the humanities from continuing their studies.

26. We have also been reminded that there is a serious need in Canada for fellowships of another kind. This further need has been pointed out to us by a number of societies interested in the fine arts. There is at present in Canada no fund which makes it possible for the creative artist to secure that leisure and opportunity for study abroad which may be all that is required to enable him to do work of a very high order. It is proposed that grants for this purpose should not be made through an academic institution and should not be limited by restrictions on age. These awards should be available to assist those who are already doing valuable creative work but who need wider opportunities.

UNDERGRADUATE SCHOLARSHIPS

27. As we have observed, imperfect though the system of post-graduate scholarships may be, Canada has made much better provision for

graduates than for undergraduates. A system of post-graduate scholarships, however, is incomplete and inadequate if not based upon an extensive system of undergraduate scholarships. If we are to have enough students with the intelligence and the aptitude for post-graduate study, they must be drawn from the undergraduate body which, through a system of national scholarships, should comprise the ablest of Canada's young people. Selection and assistance must begin during the undergraduate period of university education. Only a few undergraduate awards from private sources are now given to allow those who are unusually gifted to secure that preliminary education which is essential to higher studies of a professional or specialized nature. Where gifted students are prevented by inadequate resources from pursuing their undergraduate studies, the effectiveness of any scheme of post-graduate scholarships is inevitably restricted.

28. That Canada has already admitted in some measure the obligation referred to at the beginning of this chapter has been shown by the Vocational Training plan and by the educational policies of the Department of Veterans Affairs. Under the Vocational Training plan, financial assistance is given to Canadian university students. This plan, which is supported jointly by the Federal and Provincial Governments, as indeed are all the forms of aid which fall within the general scheme of vocational training, is applicable to students from sixteen to thirty years of age who are pursuing a course of study leading to a degree in a recognized university and who could not continue their studies without financial aid. It is left to the provinces to determine whether the aid should be given in loans or grants, or in a combination of both.

29. During the years 1939-49 the following sums have been paid to the provinces by the Federal Government for student aid under the Canadian Vocational Training Act:

Prince Edward Island	\$ 18,110
Nova Scotia	45,125
New Brunswick	88,760
Quebec	566,235
Ontario	212,955
Manitoba	22,900
Saskatchewan	133,515
Alberta	83,265
British Columbia	188,455

30. In 1948-49 the Government of Canada provided \$128,483 in grants and \$75,853 in loans. These sums were distributed to 2,000 university students and to 440 student nurses. Students who profited by these grants in the Arts and Sciences numbered 777, in Medicine 406, in Engineering 391, in Dentistry 88, and in Economics 64. In the Province of Quebec 924 students attending universities received this joint Federal-

Provincial aid; there were 463 in Ontario, 359 in British Columbia, 143 in Saskatchewan, 111 in Alberta, 90 in New Brunswick, 68 in Nova Scotia, 14 in Manitoba, and 28 in Prince Edward Island. In turn, the provinces of Quebec and Ontario contributed respectively \$75,985 and \$50,000 for student aid in 1948-49.

31. The procedures followed in the choice of candidates for these grants respect scrupulously provincial rights in educational matters. In each province a Scholarship Committee, composed of a representative of each university, of the Federal Government and of the Provincial Government, is responsible for the selection of scholars and for the administration of the plan.

32. It seems to us that the general problem of undergraduate scholarships should be studied in the light of this successful experiment. We should also like to point out that since the beginning of the Federal-Provincial agreements on Vocational training, various Provincial Governments have contributed to the plan on a scale much greater than could have been expected at its inception. For example, while the Federal Government granted during the years for this purpose and for all the various projects of the plan \$317,000 in scholarships and \$237,000 in loans to students and apprentices in Quebec, the Province of Quebec in turn contributed \$634,000 in scholarships and \$423,000 in loans. The governments of Ontario, Saskatchewan and of British Columbia also exceeded very considerably the proportion of fifty per cent of the grants as originally planned.

33. The plan administered by the Department of Veterans Affairs has been the second important scheme undertaken by the Federal Government to give financial assistance to young Canadians at the undergraduate level so that they can get the education they desire. The principle adopted on a relatively small scale following the war of 1914-18 was extended after the recent war, and in 1947 there were 30,500 ex-servicemen enrolled in our Canadian universities who were receiving federal aid. It is estimated that 55,000 Canadians of undergraduate age benefited by federal assistance for educational purposes to ex-servicemen, and that of these 55,000 at least 45,000 pursued university studies for one or more years.

34. During our public sessions these two educational plans were frequently brought to our attention. We think that the following inferences may fairly be drawn from what we heard: federal aid to university undergraduates is generally accepted in principle, and this aid is welcomed by all the provinces without hesitation provided that their jurisdiction in educational matters is respected and safeguarded. Moreover, in recalling these two experiments, we were reminded that the academic results obtained by those who benefited from D.V.A. or Vocational Training grants

have been excellent. Of the veterans receiving federal aid only eight per cent failed in their examinations in 1948-49. We have no figures on failure of students working under the Vocational Training Co-ordination Act but we understand that the students benefiting from these grants have been well chosen and have taken due advantage of the opportunities offered them.

35. As we have already observed, Canada, in instituting a system of undergraduate scholarships, would be following a practice now generally accepted as necessary and desirable by the democratic countries of the Western World. The most striking example of generous aid to undergraduates is to be found, as we have noticed, in Great Britain where three systems of scholarships were instituted before or during the last war and have been maintained by successive governments. The first of these, the State Scholarship Scheme, was designed to pay the full expense of the student during the academic year. These scholarships are granted on the basis of need, but with some emphasis on scholastic ability. The Further Education and Training Scheme corresponds to the Vocational Training Plan in Canada and its grants may be used for professional and technical instruction as well as for undergraduate education. For this grant less emphasis is placed on ability and more on need than in the State scholarships. Finally, a third scheme provides a system of grants for the holders of university or college scholarships of a value equal to the difference between such scholarships and those given by the State. In 1948, about 23,000 new grants were made under the three schemes, most of them to undergraduates.

36. In Australia, a federal country where education is the responsibility of the different states, the national government has instituted an elaborate plan of financial aid to university undergraduates, the Commonwealth Financial Assistance Plan. Aid is extended to students in secondary schools as well as to undergraduates. The scholarships provide both maintenance and academic fees. From 1946-50 each year 729 students were assisted with such good results that after January 1st, 1951, a new plan will be put into operation providing 3,000 scholarships annually, or 9,000 in all, to be awarded by open competition.

37. Since education in France is highly centralized, and since the French Government assumes almost complete responsibility for the education of its citizens at all stages, it is difficult to compare the French system of financial aid for educational purposes with the British system of scholarships. In France a strict system of selection is applied by examination at the end of the first year of secondary education and in succeeding years, thus permitting the educational authorities to guide students towards those disciplines for which they have the greatest aptitudes. Since the fees in the universities of France are nominal and since non-interest bear-

ing loans are readily available it is true to say that all university students in France receive financial assistance from the central government.

38. The provision of national scholarships was a matter of great interest to many groups and individuals who appeared before us. One hundred and forty-three of the briefs submitted recommend that the Federal Government institute a system of scholarships at the undergraduate level. The briefs presenting the views of those most immediately concerned with education (certain Provincial Governments, the heads of our largest educational institutions, national educational organizations, associations of students and professional societies) insist on the necessity of creating a system of undergraduate scholarships. Four Provincial Governments (Ontario, Nova Scotia, Saskatchewan, Newfoundland) expressed to us their desire for direct federal aid to undergraduates.

39. The Government of Ontario through its Minister of Education proposed that the present system of aid to undergraduates (The Vocational Training Act of 1942) be enlarged so that a greater number of undergraduates could secure financial assistance. The brief of the Government of Newfoundland, while insisting that the institution of a national system of federal scholarships should not provide Provincial Governments with a pretext for stopping the direct aid which these governments are now granting to students,⁴ stated that the present system of scholarships in Newfoundland does not go far enough and that federal aid could very well be granted to make the scheme much more widespread and perhaps more generous.⁵ The Minister of Education of the Province of Saskatchewan referred to federal aid to students in various fields, particularly in specialized work; he suggested that only a beginning has been made and that a rational and well co-ordinated system of scholarships should be created "to produce the best and most efficient citizens". The Department of Education of the Province of Nova Scotia, represented by its Adult Education Division, advocated the extension of popular education by a great increase in the facilities for formal education. What is needed, we were told, is to find a greater number of leaders who, by example and by action, will preach the gospel of popular education. The way to find them is to open the doors of universities and of colleges to our best students by a national system of scholarships; and the first step is clearly to institute a system of scholarships for undergraduates.

40. Canadian universities have dealt with this problem in a manner even more emphatic than that of the Provincial Governments. The National Conference of Canadian Universities, which speaks for all Canadian universities, expressed on two occasions before our Commission (in a public session in Ottawa in August of 1949 and at a private session in the summer of 1950) its urgent wish to see the Government of Canada institute a system of undergraduate scholarships. We have been impressed

by the arguments submitted to us. The development of our country from every point of view is dependent upon our ensuring that through adequate training our ablest young people are equipped to carry out the tasks which they will be called upon to perform. Because of their financial circumstances, however, many of those potentially capable of playing an important role in the nation's development are unable, under present conditions, to get the necessary education. A national system of scholarships at all university levels is therefore necessary in our country, and it must be founded upon adequate federal aid for the education of our ablest young men and women. "For those whose language is English, it may in general be said that the core of the whole system is the undergraduate course in Arts and Sciences", says the brief of the National Conference of Canadian Universities. "This is the broad central highway, from which narrower routes diverge at various levels from the most elementary to the most advanced and lead into the several professional faculties and special schools."⁶

41. Laval University, after expressing its agreement with the recommendations of the National Conference of Canadian Universities, pointed out that for the classical colleges the last four years constitute "the broad central highway" of general academic education. These last four years are the equivalent of the undergraduate courses in the colleges of English-speaking Canada.

42. The principal labour organizations of Canada urged that a national system of scholarships was the only means of giving to Canadian citizens, irrespective of their financial status, equality of opportunity. The Trades and Labour Congress insisted that equality of opportunity in education forms one of the standards by which any society should be judged. Again, the Canadian Congress of Labour referred to the results obtained by ex-servicemen from the educational opportunities given them, and reminded us that state aid to students, particularly to undergraduates, is one of the most profitable of state investments:

"For generations we have been suffering from a tragic waste of our national human resources, because so many of our best young people have been too poor to get the education they, and Canada, needed . . . What has been done for the veterans can be done for their younger brothers and sisters, and for succeeding generations. The precise methods may need to be varied; plenty of expert advice on matters of detail will be easily available. But the broad principle is clear."⁷

The Canadian and Catholic Confederation of Labour expressed very clearly its desire that undergraduate scholarships be provided as part of a general scholarship scheme, and urged that a plan be created which would be applicable to undergraduate as well as to graduate students;

they added that the criterion for scholarships should be ability and that as many scholarships as necessary should be established.

43. This Commission, created by the Federal Government, has been particularly interested in the representations made by professional associations of civil servants and by senior government officials who have considered national scholarships as a means to ensure the availability of competent civil servants for governmental service. The Professional Institute of the Civil Service of Canada, after discussing the various methods by which the Federal Government is now aiding higher education, adds:

"The Institute feels that the time has come to consider a more complete and comprehensive scheme of federal assistance to universities and university students that would greatly increase the number of scholarships available at both the undergraduate and graduate levels."⁸

Then follows a detailed proposal on scholarships for undergraduates.

44. Numerous briefs expressing the view that it is essential to give university training to those who in the future will hold administrative responsibility were submitted to us by various deputy ministers and heads of branches of the Federal Government. One of the latter wrote to us:

"The Federal Government, as the largest single employer of men and women with high professional qualifications, has found that the scholarship system is of material value in meeting its requirements for personnel with the needed skills."

45. The reservations expressed to us by certain organizations on the institution of a national system of scholarships at the undergraduate level did not deny the importance of federal aid to undergraduates, but emphasized the constitutional conflict which this aid might provoke if not resulting from an agreement between Federal and Provincial Governments. The most forthright view which we heard was as follows:

"The Federal Government should not, either at present or as long as the present constitutional arrangement persists, give direct aid for scholarships except for research or post-graduate study. As for scholarships at other levels, the Government should do nothing whatsoever without a formal agreement with the provinces."

It will be seen in a later chapter that, by profiting from the experience gained from the Provincial-Federal agreement on undergraduate scholarships which has now been effective for a number of years, it would be entirely feasible for the Federal Government to fulfil its duties toward our students without infringing the provisions of the Constitution.

CHAPTER XIV

THE SCHOLAR AND THE SCIENTIST

INTRODUCTION

IN OUR investigations we have heard much about various areas of scholarly work and of research; some areas, it is said, are neglected, others misunderstood. Above all, as observed in earlier chapters, we have heard of the danger of the increasing neglect of scholarly work in the humanities and the social sciences, a fact disturbing to workers in every field, including the natural sciences.

2. Universities have been trying, but not with complete success, to meet what is felt to be a dangerous and artificial division between the humanities and the social sciences on the one hand and the natural sciences on the other. Too early specialization on the part of students has tended, we learn, to lead them to become "humanists", "social scientists", or "scientists", each one indifferent to the fields of study pursued by the others. The problem, it would seem, is to break down these barriers and to bring back the days when the term "university" accurately described the institution.

3. Any complete division between these fields must seem artificial when it is recalled how much they have in common. Scientists and humanists, at their best, pursue knowledge in the fields of nature and of human life for sheer love of it. They work in the spirit of Kipling's explorer:¹

"Something hidden. Go and find it. Go
and look behind the Ranges—
Something lost behind the Ranges. Lost and
waiting for you. Go!"

The greatest among them carry on their researches with a constant awareness of their significance in relation to the whole sum of human knowledge. At the highest level every scientist must be a humanist, and every humanist a scientist. Pascal was equally celebrated as a philosopher and as a mathematician. Leonardo da Vinci, chiefly renowned as an artist,

prided himself justly as a scientist. Isaac Newton, known as a scientist, prided himself, we are not prepared to say how justly, as a theologian. Most people are familiar with modern philosopher-scientists, for example, Whitehead, Russell and Bergson.

4. Yet, although a division in fields of human investigation seems to be dangerous, obviously some distinction is necessary and important. There were dangers in the old universal conception of university studies. At that time, science was only a branch of theology and, as a result, both suffered; in the present age there is a tendency to think of the humanities as a branch of natural science, and it seems equally evident that if this continues both will suffer.

5. The scientist pursues knowledge, it seems safe to say, for pleasure and for intellectual enlightenment and power. The application of the scientist's work is the material control of the forces of nature, or of man, and its use in such a way as to increase the pleasure and comforts of life, to broaden its activities, and to prolong life itself or to shorten it. The increasingly effective control over the forces of nature through the work of scientists has been the most spectacular achievement of the modern age, and the findings of science affect every aspect of life. If the scientist has not yet persuaded the stars in their courses to fight for him, he has done almost everything else.

6. The humanist examines the non-material stuff of human life for pleasure, for understanding, for spiritual satisfaction. He professes to offer answers for every generation to the questions that every generation asks, questions about the meaning and direction of life, for the individual and for society. To say that a "scientist" could not answer such questions would be as absurd as to say that a "humanist" could not understand Boyle's Law. But the answers to questions about the fundamental problems of human life will naturally be sought less in the natural world than through a general examination of "all that man ever thought or ever did". This examination is carried on through the study of the humanities: philosophy, literature and history, including the history of the arts.

7. We have heard much of a relatively new and increasingly active group, the "social scientists". Because of their use of many scientific methods, including precise observation, experimental techniques and statistical investigations, they are often grouped with the natural scientists. Their necessary preoccupation with many material problems might seem to place them there also. Yet few doctors would describe themselves simply as scientists; and we learn that some scholars in the social sciences refuse to do so for similar reasons. Studies dealing with the whole of human life, or even with special aspects of it, can never be pursued with complete scientific detachment and only to a limited extent is it possible to employ scientific techniques. "Every social thinker . . . must have some philo-

sophic conception of the nature of society and of its ends.”² We have observed that even when certain representatives of these studies have used the term scientist in their presentations to this Commission, they have in general associated themselves with the humanities rather than with the natural sciences.

8. We have heard much of the problem of research and of its fundamental importance in all intellectual pursuits. Certain important differences between research in the natural sciences and in the humanities have been noted. The work of the scientist is cumulative. Each age adds to the knowledge of the preceding age, and each age may bring to light errors of the preceding age. This is true of the humanist, but to a limited degree. His essential work is not cumulative. Each generation grapples with the same fundamental problems of human life. Plato and Aristotle faced the same problems of man in society as confront the modern philosopher. Each succeeding generation goes back with profit to past generations, and applies ideas of the past to current problems. The work of the humanist, therefore, and to a certain extent that of the social scientist, seems to be a re-examination of permanent problems and a re-interpretation of certain accepted principles in the light of existing knowledge and circumstances, rather than discovery. This does not, of course, preclude the discovery or the revelation of new truths, but the humanist cannot expect it with the same confidence as the scientist. Greek science is of historic interest; Greek scientific discoveries are merged in the whole body of scientific knowledge. But Greek philosophy affords for the modern philosopher an ever fresh source of experimental investigation. The chief function of the research worker in the humanities is not so much to add new truth, as does the scientist, but to re-discover and exploit the wealth of the past for his own age. He may add to it; but unlike the scientist, he does not expect to outdate it. A modern philosopher does not seek to excel the Greek philosophers or to go beyond them, but to do for his age if he can, even in a small way, what they did for their societies. He tries to suggest some meaning for the universe. The scientist probes the universe and its laws; to find its meaning is not his function. This is the task of the humanist: the exegesis and the preservation of all the elements which make of man a civilized being.

THE HUMANITIES AND SOCIAL SCIENCES

9. We wish that we were able to make some judgement on the contribution of Canadian scholarship to the general work of humanists and social scientists as we have described it. Even if we felt competent, such an investigation is far beyond the means at our disposal. We have, however, heard so much of the neglect of these essential studies that it seems

necessary to say something here of the achievements of Canadian scholars and of the forces which may aid or impede their work. We have received much help from briefs, from special studies, and from other sources brought to our attention by those much better informed than ourselves.

10. Producing important works of permanent value many Canadian scholars are engaged in serious and significant investigations. Much work is done in the fields of biography and history. History in English-speaking Canada merges into the social sciences, although scholars in both areas insist on the importance of a distinction. In social sciences useful work has been done, especially in economics and political science. "Generally, however, preoccupation with purely national problems has prevented Canadian scholars from making contributions of the widest scientific interest."³ Canadian psychologists have gained a reputation for serious research of great practical usefulness, although one of their number commented on the danger of excessive preoccupation with practical experimentalism, regretting the lack of the "restraining hand" and the "stimulating wisdom" of the philosopher:

"Psychological emergence the world over has indeed been characterized by naïveté; and philosophy in modern western culture has perhaps not challenged that naïveté significantly enough in psychology any more than in technology. Only now are we realizing the need for philosophic assessment of scientific (particularly social-scientific) findings".⁴

11. A colleague from French-speaking Canada expresses a decided view on this question:

"We, for our part, are unable to understand why psychology should reject the enormous help which philosophic thought of past centuries could give it. From this cultural tradition we have inherited a conception of human nature which, though based on experiment, carries the analysis of the structure and the dynamism of human nature to a height unattainable by purely experimental methods."⁵

12. These statements from psychologists emphasize a somewhat gloomy comment we have received on the general state of philosophy in Canada. In spite of some remarkable evidence of philosophic interest and insight on the part of a few Canadian scholars and in certain institutions, notably in French Canada, philosophy which should be the core of all intellectual activity has been largely neglected in Canada with regrettable consequences in every field of knowledge. Although it is admitted that Canadians have produced some work that is distinguished and much that is useful, we have noticed a profound dissatisfaction, and even depression, about the condition of humane and social studies in Canada. We learned, for example, that of a group of forty-nine books written in Canada over the last dozen years and noted as important in a distinguished Canadian review, fourteen received no significant notice elsewhere. Of the others,

those published outside Canada seemed to receive more attention than those published at home. An examination of the reviews shows that twelve of the forty-nine were really important books. But of the twelve authors of these books, only seven were Canadians who had received their early education in Canada and had chosen to remain permanently in their own country. Of the five others, three were scholars from England and France engaged in university work in Canada, and two were Canadians living and working in the United States.

13. Probably too much importance should not be attached to this sample. It does, however, bear out the general impression we have received from a number of briefs and special studies, from scholars and from academic institutions. Apart from the work of a few brilliant persons, there is a general impression that Canadian scholarly work in the humanities and social sciences is slight in quantity and uneven in quality. We have, it seems, some able scholars, but no consistent and representative Canadian scholarship emanating from the country as a whole and capable of making its contribution to Canadian intellectual life and to that of the western world. This is the view of Canadian humanists and social scientists, sharpened by their opinion that in the fields of natural science Canada has been able to make important and worthy contributions.

14. The humanities and social sciences suffer first from that general neglect of philosophic studies already noticed which is characteristic of the modern age in the western world, although affecting Canada with peculiar force. In Canada's formative years, western civilization was being transformed by mass industrialism. Knowledge was valued as power, and even in educational circles there appeared a neglect of what was considered impractical and academic. For the disciplines once considered important as civilizing influences was substituted an emphasis on material efficiency. The rational contemplation of the good was exchanged for the triumphant contemplation of mechanical progress. Canada shared this experience of the western world but with two differences, each of them accentuating material preoccupations. First, the bonds of tradition were much less strong here than elsewhere. Second, practical problems were very pressing in a new and growing country, and there was little time or money to spare for those studies which were coming to be valued chiefly as decorative luxuries. The natural sciences which often could add to their intellectual fascination the advantage of immediate practical application tended to crowd them out.⁶

15. Another special factor has affected Canadian work in the social sciences and perhaps even more in the humanities. The existence of two main languages representing two distinct cultures initially constitutes a delaying factor. Ultimately this variety must add to the value of the Canadian contribution, but in the early stages, by placing certain

inevitable barriers between members of a group of scholars already small and scattered enough, it has caused a lessening of force and vigour. Universities and learned societies recognize the difficulty and strive to overcome it in the only proper way by promoting free association and reciprocal understanding of language and of ideas. Here again the students of the natural sciences are happier in the possession of a universal language, mathematics.

16. The importance of education in high schools and universities as the necessary preparation for scholarship has been brought seriously to our attention. In high schools, we are told, pupils often receive no adequate preparation for serious work, and on this point representations from high school teachers themselves and from university professors are in general agreement. The teaching profession in Canada is said to suffer from bad working conditions, low salaries and, perhaps most serious of all, lack of prestige. We must, according to one of Canada's senior scholars in the humanities, cultivate the idea that the teacher is a man whose opinions are important.⁷ We learn from the Humanities Research Council that it is now difficult to secure qualified persons to teach humanities in the high schools. We present these reports on conditions in Canada as we have received them; the fact that there is every reason to believe conditions to be equally serious elsewhere does not affect the gravity of our problem.

17. The general question of the place of the humanities in university studies is discussed in an earlier chapter. We have been informed that the problem in the universities is to persuade people of first class abilities and qualifications to teach under trying conditions. As in the high schools, the work is heavy, salaries are low and, perhaps most important of all, there are few non-material compensations for these material hardships. According to the Canadian Social Science Research Council:

"The obvious preference given the natural scientist in university policy, and in the benefactions of governments, corporations and even individuals, constantly reminds the social scientist that he is not very important in the scheme of things. This tends to make him act in accordance with the estimate, and to lower his enthusiasm for his work. Some reasonable income in the form of deference is necessary for all of us if we are to do our best work."⁸

18. The man who must work under these somewhat difficult conditions does not find it easy to attract many of the best students to his field. They are likely to go where people and prospects are more hopeful. And, it is recalled, these students are the professors and scholars of the future. Moreover, the professors in these depressed areas may be prevented by circumstances from doing their best work. They have little time for research, and often they lack the facilities. "It is always easier to get appropriations for cyclotrons for natural scientists than it is to get com-

parable appropriations for books and documents."⁹ It is but seldom that any adequate provision is made for travel or for stenographic help. Serious study and research is thus made very difficult, and yet without it teachers cannot transmit the inspiration and enthusiasm necessary to attract and hold the best students.^{9a}

19. Moreover, Canadian scholars are greatly restricted by the difficulty of access to materials necessary for their work. We need not repeat the observations of scholars and of others everywhere on the absence of a National Library, or of any library in the country which might serve a similar purpose. The sad comment of a professor, now retired, on a university which can spend upwards of five millions on a building for one of the natural sciences when "[the] library as a building and as a collection of books can only call forth . . . apologies and explanations"¹⁰, must be mentioned because our evidence shows that it is echoed in substance nearly everywhere in Canada. The want of proper facilities in books and libraries is a symptom and a cause of the condition of the humanities. The breadth of knowledge and the critical capacity essential to the humanist must rest on habits of constant and discriminating reading; these habits must be formed early. Traditionally, as we were reminded, the scholar was known not for his wealth but for the fact that books held a central place in his life. Much of the weakness in Canadian scholarship from the undergraduate up, stems from the lack of good reading habits and a dearth of good books.

20. We have had many other comments on the lack or inaccessibility of materials essential for serious work, especially in history. We may mention again complaints of the inadequacy of archival collections, local and national, and, in particular of the unsatisfactory condition of our public records. Historians also mention the need for published collections of documents required for their work in teaching and in research. The brief from Carleton College draws attention as well to the wealth of materials, in fields other than history, existing in Ottawa but largely unknown and inaccessible.

21. Another less tangible influence operates on Canadian scholarship. Most scholarship is conducted in the universities, under conditions not very inspiring. This concentration is a characteristic of the western world, and particularly of Canada. It is probably inevitable. Everywhere the leisured class which may be expected to produce a few men in each generation devoted to the pursuit of learning and to the revelation of truth for its own sake is disappearing. In Canada we have never had such a class. The restricting effect on Canadian arts and letters is apparent. In the field of scholarship it has resulted in a professionalization which has certain serious disadvantages. Since in humane studies it is impossible and even undesirable to achieve scientific detachment by

eliminating the personal factor, it is most important to correct personal bias by enlisting in the work individuals from various environments and with differing philosophies. The intellectual life of Western Europe has been nourished in the universities, but has been constantly stimulated by vigorous intellectual movements which have appeared outside their walls. To regret the concentration of Canadian scholarship in Canadian universities is not, however, to deny the essential contribution of these institutions. We have indeed been told that in French Canada where scholarly interests are more widely dispersed, there is the corresponding disadvantage that the lack of university positions which at least enable the scholar to live has had a restricting effect on his output.

22. The concentration of scholarly work in universities has increased the isolation of the scholar. Working, for example, in a small department with at most three or four colleagues engaged in widely different fields, he is likely to be completely separated for most of the year from those who would stimulate his work. He suffers more from this than does his scientific colleague, partly because there are far fewer humanists than scientists in any university and partly because the nature of his work makes such contacts even more necessary.

23. Canadian learned societies do help to bring scholars together once a year. But they reflect the academic monopoly that we have noted in that their membership is made up very largely of university professors, with the interesting exception of the Royal Astronomical Society of Canada. We received important briefs from the Royal Society of Canada, the Canadian Historical Association, the Canadian Mathematical Congress and others. For their annual meetings most of these societies accept the hospitality of one of the universities. Some of these societies have explained to us that lack of funds makes it difficult for them to carry on, especially in the publication of their journals and other scholarly work. The Canadian Historical Association, a society which holds annual meetings where papers are heard in French and in English, has for many years published these papers in their original languages. The loss on publications in 1948-49 was over five hundred dollars. The total revenue of the Association for that year was much less than a thousand dollars. The Society has no funds to meet such a deficit. Like other learned societies it suffers from the fact that many younger members cannot afford to attend the annual meetings.

24. We heard much, too, of the problem which affects every Canadian writer, scholarly or creative: how to find a publisher. In a country where few but professors write learned books, it may be expected that few but professors will buy learned books. Canadian publishing houses cannot as a rule bear the inevitable loss, nor can the professor who has written the book. It may be assumed that much useful material goes unpublished,

and it is probable that in the past many potential scholars have been discouraged even from writing. Some significant work appears in the journals of learned societies, or in the very few quarterlies designed for scholarly and creative work. Nearly all of these are supported entirely by or receive material help from one of the universities. Apart from this help, in the past, the publication of books by Canadians in the humanities and social sciences has depended on the generosity of American Foundations. In the past few years the situation has improved. We have heard particularly of the work of the University of Toronto Press which contributes \$40,000 a year to the publication of important works in every field of study from every part of Canada. The University of Toronto Press also publishes and supports financially seven learned journals in the humanities and social sciences.

25. Apart from these difficulties, most of them associated more or less directly with the material preoccupations of our age, there has been brought to our attention by scholars in the social sciences a tendency which they consider dangerous to the very integrity of their work. They are concerned with the financial and social pressures which are brought to bear on the scholar to do, in the name of "research", work which may even be inimical to true scholarship.

"'Research' has become a magic word. It commands money in a way true scholarship does not. The usual Canadian social scientist is a man of the middle class, on a fixed income in a period of rising prices, and facing a strong social pressure to maintain certain appearances. . . . If he devotes such leisure as he has, his summers particularly, to real scholarship, he may eventually produce a book which will advance the frontiers of knowledge, and we must never forget that that is what he is supposed to have dedicated himself to when he sought this profession, and he may enrich his mind and his experience so that he will stimulate and inspire his students. If, however, he goes to Ottawa or takes up a business offer to do a job of 'research', he can earn probably \$2,000 additional to his salary. . . . 'Research' pays, scholarship does not."¹¹

26. From the same source we learned of another threat to true research in the social sciences, the danger that the scholar will turn from serious fundamental investigations to the relatively simple accumulation of facts which may have some immediate practical application:

"Government and business today have discovered that they require accumulations of facts to operate. They have come to have almost a religious passion for 'research', meaning the patient accumulation, and, sometimes, skilled manipulation, of facts. They have the money to induce scholars to undertake this work. Moreover, where they have not seduced the scholars themselves, they have seduced the university authorities. 'Research Institutes' of various sorts have been set up. The specious excuse is offered that factual research is necessary, and that some things of genuine theoretic interest may

emerge, so that the social scientist may contribute to his science, to his community, and to his own financial well-being. In fact, of course, what happens is that a great deal of money is spent, much time and creative energy wasted, on problems which may occasionally have a slight theoretic interest; but that time and energy might otherwise have gone into creative scholarship. Only a real passion for scholarship protects men from this kind of appeal. We have seen, only too often, in the operation of such institutes in American Universities, the results of these efforts. They are meagre and unimportant. Frequently, 'research' problems are dressed up to appeal to unsuspecting donors, large sums of money are acquired and spent, and the resulting 'research' elaborately provides information which any respectable social scientist would already know."¹²

27. In discussing Canadian achievement in the humanities and social sciences we have been compelled to give on the whole a discouraging picture. We have not attempted to lighten the gloom because the problems submitted to us have, as we have heard, a vital connection with the development of arts and letters and of science in Canada. This opinion, we believe, is shared by many scientists. We do, however, find encouragement in the general awareness that we are in fact neglecting matters essential to a healthy national life. We have received a number of suggestions showing that serious thought is being given to this matter not alone by those with a special interest in the problem but by many others concerned with intellectual life in Canada.

28. Several briefs have stressed the urgency of the matter. That of Dalhousie University, after commenting on the significance of humane studies so easily neglected in a new country, continues:

"With our widespread territories, the diverse background of our racial origins, and the pressure of economic interests, encouragement in the diffusion of knowledge in the realm of the humanities is of prime importance".¹³

The same idea is presented by the University of British Columbia which refers to the importance of study and research in the humanities in the life of the nation. "It has become increasingly clear", says the Canadian Social Science Research Council, "that much more thought and reflection must be put into the study of human relationships."¹⁴ That thoughtful people are aware of the need for "a native tradition of Canadian philosophy", is the view of the author of a special study on the subject:

"Canadians are beginning to realize that they should not simply accept their assumptions about human life from the more important nations of the western world, and they cannot count on their spiritual tradition remaining alive automatically. They begin to realize even how much of that tradition has already been trodden under foot in our concentration on developing the mass society."¹⁵

29. We have also received interesting comments on the place of the humanities in the national life and on their influences in politics, in the arts and in civilization generally. The philosopher with his contemplative and critical tradition may serve as a useful brake on the rightly impetuous man of action, a brake often needed in the world of today. Moreover, letters and philosophy, if they cannot themselves produce the artist or the man of letters, can help to produce the atmosphere in which he can do his best work. This is ably expressed in the brief of the National Conference of Canadian Universities. The study of arts and letters helps to form "the citizens with trained minds, liberal and informed opinions, good taste, and critical judgement without whom a national civilization is impossible".¹⁶ Faculties of arts offer a congenial atmosphere for the growth of the creative worker in music and the arts. Generous aid is given for scientific research but "there is no comparable financial encouragement for the task of introducing our youth to the great ideas enshrined in our cultural heritage and inspiring in their minds and hearts a cordial and critical devotion to them".¹⁷

30. The remedies suggested are varied and interesting, representing as might be expected different conceptions of the same problem. Attention is given to the question of university teaching. The universities, we are told, should confine themselves to their proper task of developing intellectual and aesthetic capacity, eliminating all courses designed to develop skills; they should provide adequate libraries and student residences, and pay more adequate salaries, especially to younger staff members; and they should remember that large numbers and high standards are "almost incompatible". Again, it was suggested that all Canadian universities might learn from Canada's two institutes of mediaeval studies with their unified approach to the whole of man's activities during a given period and in relation to a particular tradition. If the Ph.D. candidate were required to give evidence not only of precise knowledge but of an understanding of the relation of his study to the whole question of human existence, the term "doctor of philosophy" would regain its true and original meaning; this we heard from a scholar much concerned with the present state of the humanities, particularly of philosophy.

31. We received a number of suggestions for immediate and practical remedies. The Canadian Social Science Research Council proposes suitable grants for post-graduate fellowships, for scholarships and for research; the establishment of a National Library; the placing of public records under the control of the Public Archives where they may be readily available for research; a more complete distribution of printed government documents; and in the interests of scholars, a re-organization of the National Museum. The Humanities Research Council speaks particularly of the need to lighten the load and to increase facilities for research by university professors; and to provide funds for the publication of scholarly work. The Univer-

sity of New Brunswick gives particular attention to the problem of the university professor who cannot afford to devote his summers to study and research. Travelling fellowships are recommended to make possible visits to libraries, museums and other repositories of research materials and, in addition, grants for special expenses including stenographic help and the costs of publication.

32. We have had brought to our attention from various sources the urgent need to make it possible for the scholar in the humanities and social sciences to do work comparable in intellectual and social value to that of his colleague in the natural sciences. We have found no one answer to this problem; but we believe that many of our recommendations, particularly those relating to universities, scholarships and to a council for the arts, letters, humanities and social sciences, would help to give its true place in our national life to the proper study of mankind.

THE SCIENTIST AND SCIENTIFIC RESEARCH

The Nature of Scientific Research

33. Scholarly work and research in the natural sciences present a broad and complex picture. The natural sciences cannot be considered only as areas of study and intellectual investigation. The social and philosophic implications of scientific discovery, the special techniques employed, and the striking practical applications of scientific principles have so coloured and transformed every aspect of modern life that historians now speak freely of the age of science as opposed to a former so-called age of religion.

34. At first sight the Canadian picture seems a bright one. We were much impressed by the general interest in science and the appreciation of its importance as shown in the briefs. The universal emphasis on "research", a word made sacred in modern times mainly by the feats of the scientists, suggests the reputation they enjoy. Unlike work in the humanities, scientific research in Canada is conducted on a vast scale in federal, provincial and private laboratories, in addition to the fundamental work of the universities. Yet we are reminded by scientists that if the Canadian record in science is better than in other fields, it is still restricted often by the same causes that affect the humanities.

35. We have said something earlier in this chapter of the nature of scientific work in general. We might return to the simple definition of many scientists that scientific research is the investigation of natural phenomena in the endeavour to determine laws and relationships which may or may not have a practical application. As we have suggested, the scientist has much in common with other scholars. The use of certain techniques demanding highly specialized training does not alter the fact that the distinguishing marks of the great scientist are those of the

great mind working in any field, disinterested enthusiasm and creative imagination. A Canadian scientist recently recalled Lord Keynes' story of Newton who, asked by Halley how he knew that one of his fundamental theories was sound replied, startled, "Why, I've known it for years. If you'll give me a few days I'll certainly find you a proof of it," as he did.^{17a}

36. The story sounds somewhat strange to those acquainted with modern methods of research. It serves, however, to point to the distinction emphasized by all modern scientists between fundamental and applied research. The "fundamental" research worker studies natural phenomena in the search for laws and relationships. He may or may not have in mind a possible application of his new knowledge. Some scientists refer to fundamental research as the "raw material" of science to be "processed" before it can be used. Others insist that the true scientist loves knowledge for its own sake and that in his absorption in the purely intellectual problem the thought of a practical application, for the moment, is unimportant. Indeed, as the story of Newton would suggest, the intensity of his desire for personal intellectual satisfaction may sometimes even be sufficient to make him forget for the moment the importance of assembling and arranging the evidence necessary for the support of his own intuitive conviction. It is, however, our impression that all modern scientists, without denying the importance of intuitive conviction, agree with Halley in insisting on the evidence.

37. Applied research, as the name implies, is the application of known scientific principles to the solution of a specific problem. As we have been informed, the problems of applied research lend themselves particularly well to large co-operative efforts employing great numbers of scientists and technicians which are so common in modern scientific research. Modern scientists often refer also to "basic research", that is, research which lies between fundamental and applied research. Here the worker explores a limited field. He generally has no immediate practical objective, but there is a likelihood that his findings will ultimately have a practical application.

38. It is important to distinguish between these types of research but it is, as scientists agree, impossible to separate them. Charles II, we are told, derived infinite amusement from the fact that the Fellows of his own Royal Society were able to detach themselves so completely from practical problems as to spend their time in "the weighing of ayre".¹⁸ But, nearly three centuries later, when the whole material basis of life has been altered by the application of scientific principles to practical problems, no fundamental research worker can be unaware of the possible practical results of anything he may do. With some, this possibility may be the initial incentive. On the other hand, the worker in basic or even in applied science may be driven back to fundamental research by the

exigencies of his problem or from intellectual curiosity. Moreover, the applied scientist in any field may stumble into another as did the man who, trying to obtain quinine from aniline, produced a beautiful purple dye and so laid the foundations of a great modern industry.¹⁹

39. Although the various types of research merge into one another, we have been reminded many times that the distinction between them is most important. All modern governments now devote increasingly large sums to scientific research. In 1937, Great Britain was spending \$20 million, the U.S.A. \$41 million and Canada less than \$3 million for this purpose. By 1947 corresponding sums were \$400 million in Great Britain, \$626 million in the United States and \$40 million in Canada. There is strong pressure for further expenditures to solve pressing practical problems in industry, in defence and in medicine.

40. In these circumstances, the sense of urgency makes it easy to emphasize the importance of applied research at the expense of fundamental work. The results of fundamental research are always slow in appearing; they may be negative or, if positive, they may be of no "practical" importance. Many people today, seeing the modern equivalents of "the weighing of ayre", are as amused as Charles II but less tolerant. It has, however, been pointed out to us repeatedly that fundamental research in science makes an essential contribution to our intellectual development and to our understanding of every aspect of modern life, and that without fundamental research there can be no proper teaching of science, no scientific workers and no applied science.

41. The warning is particularly necessary on this continent, where so many scientific workers have concentrated on applied or at most on basic research, making use of fundamental principles developed in the research centres of Europe. The following judgement by an American of his own country is probably equally applicable to ours:

"As a people our strength has lain in the practical application of scientific principles rather than in original discoveries. In the past, our country has made less than its proportionate contribution to the progress of basic science."²⁰

This over-dependence, always dangerous, is especially so at the present time when so many research centres in Europe have been destroyed.

Principal Agencies of Basic and Applied Research in Canada

INDUSTRIES

42. There is no difficulty in convincing the modern industrialist of the importance of applied research, and most industrial firms today have their own laboratories for testing and experimenting, and very often for much more ambitious projects of applied and basic research. Research in applied

science, where practical results may be anticipated, where costs may be precisely estimated, and where co-ordination of effort and the close co-operation of a large number of workers may be achieved with maximum benefit, is a very proper field for industry. In most modern countries, industry makes very important contributions to this kind of scientific work. In Canada, however, although there is an increasing awareness of its importance, industrial research lags behind the general development of industry. This may be partly accounted for by the very rapid process of industrialization which has hardly left time for long-range planning. The most important cause of the deficiency however is that so many Canadian firms are branches of British or of American companies. In such organizations the main research work is done at the centre and the Canadian branch confines its activities to turning out exact counterparts of British or American originals. Such practices, although no doubt economically sound, deprive Canadians of the opportunity of exercising their capacity and ingenuity in this kind of work. Out of 12,000 patents issued in Canada in 1947, fewer than 1,000 were granted to Canadians living in Canada. We are told that Canadian schools of applied science are adversely affected by the limited opportunities offered to their students in Canadian industry.²¹

PROVINCIAL GOVERNMENTS

43. The Provincial Governments have also given attention to scientific research in problems of particular interest to them. Most of the Provincial Governments have undertaken or supported research projects in at least some of their departments. In such fields as highway construction, forestry development, fisheries and wildlife management, and agriculture, the provincial activities have formed a very substantial part of the total Canadian programme.

44. The Provincial Governments have also supported a large amount of research work through research councils or research foundations. The earliest of these organizations to be established was the Research Council of Alberta, which was formed in 1921. Throughout the thirty years of its existence, this Council has worked in very close association with the University of Alberta, primarily on problems connected with the fuel and mineral resources of the province.

45. Late in the same decade, the Ontario Research Foundation was established and is supported jointly by the Government and the industries of that province. This organization undertakes a substantial programme of basic research and also enters into industrial contracts to do research or to act as consultant for individual companies or groups of companies. Although most of the industrial fellowships established under this programme have been sponsored by Ontario companies, a number of them have been established by companies from other provinces. In order to

provide more assistance to research, the Government of Ontario has recently established the Research Council of Ontario. This body has no laboratories. With the assistance of a number of committees, it serves as an advisory body, and also provides financial support for research done in the Ontario Research Foundation and in the universities of the province. It also awards a substantial number of scholarships.

46. During the past few years, a number of other provinces have established research organizations. British Columbia established the British Columbia Research Council which has its laboratories on the grounds of the university; its activities are in general similar to those of the Ontario Research Foundation. Nova Scotia set up the Nova Scotia Research Foundation, which is at present an organization without laboratories operating like the Research Council of Ontario, although it has taken an active interest in economic surveys and industrial development. The Saskatchewan Research Council operates no laboratories of its own, but supports work in a number of laboratories at the University of Saskatchewan, both through grants and by the provision of scholarships. The Province of Quebec has established a Scientific Research Bureau, which has supported research primarily through the award of scholarships. Newfoundland has taken preliminary steps toward the formation of a research council or commission, but the final form of the proposed organization is apparently not yet determined.

47. Through these various channels, the provinces have made a very substantial contribution to the progress of Canadian scientific research, and the tendency recently has been toward an expansion of provincial interest in this field.

THE FEDERAL GOVERNMENT

48. The Federal Government now spends well over \$50 million a year on scientific research. The work is done chiefly in departmental laboratories and in the laboratories of the National Research Council including the important Chalk River plant. The National Research Council is also responsible for the co-ordination and encouragement of Canadian research generally.

Departmental Laboratories

49. Scientific research is carried on by the Departments of Agriculture, Resources and Development, Mines and Technical Surveys, Fisheries, Defence, and Health and Welfare. These departments, concerned with the conservation and development of natural resources and with the health and security of the nation, naturally spend much time on practical problems. They necessarily, however, pay attention to basic and even to fundamental research. Some practical reasons for this are obvious. The fundamental or basic research necessary for the control of a pest or disease cannot well

be undertaken after the evil has reached the epidemic stage. If the preliminary work is not being done elsewhere, the department must undertake it. Moreover, it is generally agreed that the association of basic and even of fundamental research with practical applications is essential to the proper functioning of the laboratories in that it helps them to attract and to retain first class men. All federal departments, however, work in co-operation with universities, particularly in connection with problems of fundamental research.

The National Research Council

50. By far the most extensive and comprehensive of government laboratories are those of the National Research Council which are devoted primarily to basic and fundamental research of interest to scientific and industrial activities of the broadest nature. The first laboratory was opened in 1932 with four research divisions: biology, chemistry, physics and mechanical engineering. During the period 1939-45, the demands of war made necessary a rapid expansion which was effected within the existing framework. In four years the staff increased from 300 to 2,500, and the budget from \$900,000 to \$7,000,000.

51. During the war almost all military research in Canada was carried on in laboratories under the control of the Council, of which at one time or another there were twenty-one in the various provinces of this country. At the close of the war the Government, on the advice of the National Research Council, set up the Defence Research Board which assumed direction of all laboratories devoted exclusively to military projects and also became responsible for staff planning and the general direction of defence research, leaving the Council to revert to peacetime programmes. Today the National Research Council Laboratories include thirteen divisions: eight at Ottawa, the original four, and in addition, radio and electrical engineering, chemical engineering, building research and medical sciences; three at the Atomic Energy Establishment at Chalk River, taken over in 1947; and, in addition, the Prairie Regional Laboratory and the Maritime Regional Laboratory. Over 3,000 persons, including 754 professional scientists, are employed.

52. The operation of laboratories, however, was not the original, nor, in the opinion of some, is it the most important function of the National Research Council. This body has played a unique and an invaluable part in the whole development of scientific research in Canada. The Council dates back to 1916. In 1914 it became apparent that the other western nations must, like Germany, enlist for the war effort all the resources of science. Following the advice and example of Great Britain, Canada prepared to organize her scientific effort on a national basis. In 1916 a Privy Council Committee set up the Honorary Advisory Council for Scientific and Industrial Research. This Council still operates under the

now commonly accepted name of the National Research Council of Canada. In its various activities it represents public recognition of the fact that in peace and in war a modern nation's strength rests not only on the work of brilliant individuals but on the adequate direction and the integration of all its scientific resources.

53. The first Council under Dr. A. B. Macallum expressed its embarrassment at having undertaken to co-ordinate scientific research in a country so backward in scientific matters that there was little to co-ordinate. There were few research laboratories and only a few workers; perhaps some fifty men in the whole of Canada were competent to carry on real research.

54. The first need, then, was for trained men. The Council promptly made effective the scholarship scheme which we have described earlier, and which was perhaps the most important factor in the contribution of the National Research Council to scientific work during the recent war. The scheme would however have been ineffective had not the Council simultaneously turned its attention to the problem of developing Canadian graduate schools as the only effective way of keeping Canadian research workers in Canada. In 1919 at only two universities, Toronto and McGill, could graduate studies in science be carried beyond the master's degree. In the preceding twenty-three years these two had given between them only eleven degrees in pure science. The chief cause was not lack of interest on the part of the institutions but poverty. The total annual revenues of these two universities amounted at that time to only a million and a half dollars.

55. Along with the scholarship scheme, therefore, the Council established a companion scheme for building up facilities for graduate study through grants-in-aid to enable universities to obtain research equipment and adequate assistance for professors engaged in research. These grants are mentioned elsewhere in this Report. They have been increased during the years, and an effort has been made to give them in such a way as to help the university to become a centre of organized research.

56. The National Research Council also makes grants for applied research mainly through its Associate Research Committees. These committees were organized early in the history of the Council to co-ordinate research, especially applied research, in various fields. At first, like the parent council, they found there was little to co-ordinate. There are now twenty-nine of these committees co-ordinating research projects in such diverse fields as aeronautics, corrosion, food preservation, geophysics, electrical units, and synthetic rubber. They spend \$400,000 annually, working mainly with bodies primarily interested in applied research, but exercising an important influence on universities since many minor investigations essential to the solution of the main problem are conducted by university professors.

57. A final aspect of the work of the National Research Council was of particular interest to us in relation to our other investigations. This is the Information Division and its general liaison work with all other research bodies governmental, private and industrial. The core of this service is the Council's admirable library with its general information and bibliographical services. The Division is also responsible for the publication of hundreds of scientific papers and of six formal journals of research. It keeps in touch with scientists abroad through the London and Washington offices of the Council and by other means. Finally, in its Technical Information Service, it maintains a field staff of thirteen whose duty it is to call on small industries, explain the services of the Council and solicit technical inquiries which may come in to the number of 4,000 a year.

THE UNIVERSITIES AND FUNDAMENTAL RESEARCH

58. In the preceding pages, in discussing the work of all institutions, and particularly that of the National Research Council, we have made constant reference to the universities. In Canada, fundamental research is centred in the universities, traditionally and appropriately. They were the original and are still the chief centres of fundamental research and of scientific instruction in the country. Dalhousie was teaching science in 1854 and McGill gave a course in chemistry in 1857. Although little research was done during the nineteenth century, there was a steady increase of interest in such work during the early part of the twentieth. As we have just seen, the scholars and the facilities of universities were the principal means by which the National Research Council succeeded in its remarkable achievement of developing Canadian scientific work and encouraging helpful exchanges and co-operation among all research workers. To say this in no way detracts from the distinguished qualities of the Council itself since most of its membership was, and is, drawn from the staffs of Canadian universities.

59. Although universities do undertake work in basic and applied research, it is their policy to devote themselves mainly to pure or fundamental research. It is generally agreed that this is their proper function, and that fundamental research should be left largely to them. The university is the place where one would expect pure research to flourish; there, traditionally, learning is sought for intellectual satisfaction, and the revelation of new knowledge follows naturally and inevitably on the mastering of the old. To provide complete freedom to the individual worker to choose his path and to follow it without thought of practical results has been the pride of universities in the past. Governmental laboratories with all their advantages cannot reproduce this special atmosphere.

60. For another reason, however, universities should be the chief centres of fundamental research. They are, we are reminded, the training ground for all research workers in science in every field, pure, basic and

applied, and for all recruits to scientific professions. The quality of the graduate depends on the quality of the research work done in the institution: first, because no institution uninterested in research can secure the best professors; second, without the best professors it is impossible to attract the best students; and third, the professor not engaged in research cannot convey to his student that intelligent understanding and lively enthusiasm which is an essential part of the training of a scientist, or of a scholar in any field. In presentations from scientists we found a remarkable degree of unanimity on the importance of associating fundamental research with teaching.

61. But fundamental research by its very nature does not pay for itself. It has always required a patron. It has been taken for granted that the universities in accordance with their tradition will be the patrons, perhaps aided, also according to tradition, by endowments from private persons. Universities, however, have become relatively poorer and persons of wealth increasingly scarce. The Federal Government has long been a patron of fundamental research, but, understandably, not a lavish one; and the poverty of universities has had direct results on the quality as well as on the amount of scientific research in Canada.

62. First, the level of university salaries is too low to attract many of the best men. We have mentioned that the salary scales of professional schools and schools of applied science are higher than in liberal arts colleges. They are, nevertheless, low compared with the financial rewards offered in industry or in ordinary professional life. They are even lower than salaries offered by government laboratories where physical facilities for research may be much better.

63. This last fact is of great importance. It is safe to say that, to the best scientists, not money but proper working conditions will be the chief determining influence. It is becoming increasingly difficult for universities to provide equipment, services, and even time for research work. As in other fields, the lack of time and energy for serious work because of the heavy burden of teaching and administrative duties seems to be a universal cause of complaint. If these handicaps are not so serious as in the humanities and social sciences, they are nonetheless a significant factor.

64. These conditions are responsible for the loss of many scientists who would prefer to do their work in the otherwise favourable atmosphere of a university. The most serious loss is that of junior men who, choosing a career, must give thought to their immediate material resources. As one university official with important administrative responsibilities stated, senior men can always be replaced by promising juniors, but the loss of good juniors is irreparable. Want of first class men must lower the quality of research work done. It may also result in the diversion to other activities of able students who might otherwise be attracted to advanced

study; it will certainly affect the quality of their training and so have an injurious effect on the next generation of Canadian scientists.

65. Another fact mentioned earlier in connection with the humanities and social sciences has been brought to our attention. Limited funds, and the general tendency to demand rapid and obvious returns, are having an injurious effect on all scientific research. In government laboratories, men fitted and trained for serious research may have to spend much time on routine experiment, demonstration and extension work. These are essential services but they could be performed as well by others. In the universities, the problem is even more serious. Not only commercial firms but even government agencies offer grants for applied research which cannot be expected to add in any way to the knowledge of scientific principles. Occasionally private donors offering research grants require that all research projects be approved by them. University authorities generally agree with scientists that these gifts should be steadily refused; it is, however, not always easy to justify such refusals. The inclination to hurry students along into scientific specialization without a proper grounding in the humanities, has already been noticed in a previous chapter. We heard of the unhappy effects of this tendency from a representative of an important school of applied science.

Nature and Quality of Scientific Work in Canada

66. Although we welcomed all information on scientific work in Canada as pertinent to our inquiry, we were particularly interested in gathering opinions on the permanent value of Canada's general contribution in those fields of intellectual investigation which are attracting so many of the best minds of the modern world. We believe that we are following the wishes of those who have offered us their opinions by passing on these opinions tentatively, and as matters for examination and discussion.

67. Canadian scientists have done distinguished work in almost all branches of science. The laboratories of physics at the University of Toronto and McGill University and the Faculty of Sciences at Laval University have long enjoyed a world-wide reputation. In newer university centres, we are told, promising work is now in progress which equals and may even surpass the achievements of the past. In the biological sciences also there are a number of Canadians with international reputations. In medical research, work in endocrinology has brought to Canada the one Nobel Prize ever received in this country. The Banting and Best Department of Medical Research at the University of Toronto, the Montreal Neurological Institute at McGill and the Institute of Medicine and of Experimental Surgery of the University of Montreal are internationally known.

68. Yet Canada not only follows the example of the United States in

depending on outside sources for many fundamental ideas; Canada also imports a great many leading scientists. Exchange both of scientists and of scientific ideas is good in itself, but in Canada there has been perhaps a too consistent practice of exporting bright young men and importing senior scientists. Moreover, striking individual achievements are no substitute for steady consistent work. For example, although good work in chemistry has appeared in a variety of fields, we are told that probably not one Canadian graduate school in chemistry could be placed among the first ten on the continent. In the important field of mathematics, we are told, in spite of much recent progress, Canada lags far behind countries smaller and poorer than herself.

69. We are told that medical research in Canada is in general on a much higher plane than research in the physical and biological sciences. This is to be attributed at least partly to public interest in any promising project of medical research, and money is generally forthcoming. The able young research worker in medicine, unlike his colleagues in the other sciences, is under no strong temptation to carry his talents out of the country. Facilities for his training and for his later work are generally available; and academic appointments which leave him leisure for research are not too difficult to secure. Good work has been accomplished in physics, chemistry and biology, but in the face of greater difficulties.

The Problem of Co-ordinating Scientific Research

70. There seems to be general agreement that Canadian scientific work has developed remarkably within the last generation; that Canadian scientists in many fields have done distinguished work; but that the inevitable problems of rapid expansion, and the particular pressure in this period of crisis to adopt short cuts and to emphasize practical applications create serious problems which must be solved if Canadian achievements in science are to match those of even the smaller nations of the western world.

71. On one important matter which was brought to our attention, the need for greater co-ordination of all scientific research in Canada, authorities are not in complete agreement. We have already discussed the work of the National Research Council in stimulating and co-ordinating efforts in all scientific fields and among all research agencies through voluntary committees. But with rapidly growing expenditures on research in an increasing number of government departments, there has appeared a need for some supervisory authority to assure co-operation and to prevent wasteful duplication.

72. The Privy Council Committee on Scientific and Industrial Research has now assumed some of this responsibility. The Chairman informally holds a position in connection with all government scientific research in Canada comparable to that of the Lord President of the Council in

Great Britain who exercises general supervision over all government research in the country. This Committee used to confine itself to a yearly review of National Research Council estimates. It has now been asked to review generally all estimates and the scientific plans of all the departments of government. Another recent development is the Scientific Advisory Panel to the Privy Council Committee. This Panel is composed of the Chairman of the Defence Research Board, the Deputy Minister (or a senior scientist) from departments which have scientific laboratories, a representative of the Department of Finance, and the President of the National Research Council as Chairman. The Panel offers advice on general policy, although not in detail, to the Privy Council Committee. The members have visited all laboratories in Ottawa with the result, we are told, that there is now "a group of administrative scientists who are reasonably well aware of what is going on in all such laboratories".²²

73. There are those who think that the time has now come for a further step. They point out that the Advisory Panel can give only limited and fragmentary advice, whereas what is needed is a source of advice on broad scientific policy, and an impartial arbiter to co-ordinate competing interests. This need, it was argued, was recognized a generation ago, and the National Research Council was set up to meet it. It was prevented from doing so for some years for various reasons; and the government agencies interested in research (agriculture, fisheries, mining and defence) gradually developed their own laboratories. Later the Council was increasingly pre-occupied with its own laboratories. ". . . The total effect has been to cause the Council to take a much more limited responsibility for Canadian science than was originally envisaged".²³

74. The suggestion has been made that the National Research Council should be relieved of all direct administrative responsibility for the laboratories now under its control, and restored to what is conceived to have been its original advisory function. Applied research, it is agreed, must and should remain decentralized. In the opinion of some it is highly desirable that a responsible body (for example, the National Research Council) should be charged with the duty of advising on general policy, of centralizing the interests of the Federal Government in fundamental and basic research, and of maintaining close relations with provincial and industrial research organizations. Such a body would also be especially concerned with continuing and extending the aid now given by the Federal Government to universities for fundamental research.

75. We received a variety of opinions on the merits of this and similar schemes for centralization. There was general agreement on the need for close co-operation and mutual exchange of information, and on the necessity of avoiding wasteful duplication. It was however represented that the proposed reconstituted National Research Council, "suspended

impotently midway between operating bodies that control budgets and governments that vote the money",²⁴ might lose the present advisory status of the Panel without any useful corresponding gain in power. It was stated also that there would be danger of undue interference with departments of the Federal Government; it would moreover be difficult to secure any better co-ordination with other research agencies than is now done through an elaborate but informal and friendly system of interlocking committees. The dangers of duplication, it was said, may be overrated. Concerted parallel effort with one end in view may be a very proper procedure. "It is not duplication to have two caddies looking for one golf ball."²⁵

76. We are impressed with the difficulty and the importance of this matter, and are grateful for the many helpful opinions that have been offered. We have received a number of specific proposals on which there is general agreement. Since all scientific work depends on fundamental research, since fundamental research is properly carried on chiefly in the universities, and since universities state that they are increasingly hampered by lack of funds, the need for extending immediate and adequate financial assistance to them is generally accepted. This we have discussed elsewhere.

77. It is however important to state here that scientists who are often accused of material and mechanistic inclinations agree that although money is an obvious and prime necessity, it will not of itself provide the answer. Money is required for research professorships, for scholarships at all levels, for equipment, for scientific libraries, for publications, for travel, and so on. In all these helpful suggestions, however, we observed a consciousness that the first need is for brilliant and imaginative leadership, an unknown quantity still awaiting analysis. More than one person has mentioned the influence which Sir Frederick Banting and his colleagues exercised and still exercise over the whole field of Canadian medicine.

78. There has been insistence on the need for proper facilities in leisure, equipment, and technical assistance, but always we were reminded that these alone cannot guarantee results.

"It is important to realize that the person is the all-important factor in fundamental research . . . A man of first-class research abilities may produce much with very little outlay, provided that the cost of his training is not computed. But . . . the results of fundamental research cannot be bought with money. Great sums spent on mediocre research will produce little of fundamental nature, while small sums expended on first-class research may revolutionize a scientific field."²⁶

The long-range results of such work on all workers in the field are emphasized. "Our young engineers and scientists are not doing half the impossible things of which they are capable,"²⁷ because they are not being

challenged vigorously enough; this is the view of a distinguished Canadian who probably knows most of the able young scientists in Canada.

79. The conclusion presented to us, then, is that the great need is for first-class men to give leadership and inspiration through their own brilliant, original discoveries. The future depends not only on the continued liberality of governmental agencies but on the number and quality of the men induced to work at research. The greatest need is to discover and train these men and then to make sure that they are provided with research facilities and opportunities to enable them to render the services of which they are capable.

CHAPTER XV

THE ARTIST AND THE WRITER

INTRODUCTION

THIS chapter will be concerned with certain of the creative arts in Canada. It has been suggested to us that one measure of the degree of civilization attained by a nation might fairly be the extent to which the nation's creative artists are supported, encouraged and esteemed by the nation as a whole.

2. The Canadian Arts Council, representing eighteen societies comprising some 10,000 members engaged in such creative arts as architecture, painting, music, literature, sculpture and drama, submitted a brief to us at our Ottawa sessions in April 1950, which begins with the following statement:

"No novelist, poet, short story writer, historian, biographer, or other writer of non-technical books can make even a modestly comfortable living by selling his work in Canada.

No composer of music can live at all on what Canada pays him for his compositions.

Apart from radio drama, no playwright, and only a few actors and producers, can live by working in the theatre in Canada.

Few painters and sculptors, outside the fields of commercial art and teaching, can live by sale of their work in Canada".¹

3. This very serious statement concerning the arts in Canada deserves the most earnest consideration.

4. It will be noted that in this chapter there is a considerable variation in the length of the sections discussing the creative arts in Canada. We should not like to give the impression that the respective emphasis given to these various subjects in the following pages corresponds to our estimate of their importance in our national life. Throughout this first part of our Report, as we have noted elsewhere, we have in general presented an account of the views which have been submitted to us by interested organizations and citizens. On certain of the subjects, such

as painting, we received copious evidence; on other matters, such as sculpture, folklore and Indian arts, the information at our disposal was relatively meagre. We do not presume to give anything like a full statement on the creative arts in Canada, which indeed would be in itself a task of considerable magnitude. We have, however, attempted to set down a fair account of the views which have been expressed to us, at a length and with an emphasis corresponding fairly closely to the submissions and to the statements which have been made to us.

MUSIC

1. In Canada, as in most other countries, interest in serious music has increased phenomenally during the last twenty-five years. The perfection and the mass production of radio receivers and of phonographs has had an effect on music which may fairly be compared with the combined effect on literature of printing and, much later, of popular education. Although it is true that most of the music broadcast or recorded is of a light or popular nature, it is equally true that there is readily available to any Canadian genuinely interested in more serious works as much good music as he has time to listen to. There is evidence, too, for the belief that an increasingly large section of the Canadian public is acquiring a discriminating taste in music and has come to know the delight of great music worthily performed. We have been told that there has been a five-fold increase in the sale of recordings of classical music in the last fifteen years;¹ and it is possible that there are now in Canada more private collections of good records than of good books. The opinion has been expressed to us that the improvement in taste in music is in part to be attributed to the C.B.C. In this section it will be noted that frequent reference is made to the C.B.C.'s work in Canadian music and with Canadian musicians.

2. The Canadian concert-goer is also well served. Either through the enterprise of local musical societies or through the national and international concert agencies he is able to hear many of the world's great artists at moderate expense. The principal symphony orchestras of Canada, although none is without financial worries, are now warmly appreciated by the public, and not infrequently attendance is limited only by the size of the auditorium available, a severe limitation indeed in many centres, as we shall be observing later. We have heard with great interest of the encouraging work in opera already well advanced in various Canadian centres, notably in Halifax, Montreal, Toronto and London. The C.B.C. Opera Company, using the resources and facilities of the Opera School of the Royal Conservatory of Music of Toronto, has aroused wide enthusiasm in Canada for its distinguished performances of *Peter Grimes*, *Fidelio*, *Carmen* and other operas. The demand for opera in Canada and the ability of Canadians to meet this demand are both well illustrated by the *Société des Festivals de Montréal* which for more than fifteen years has done so much for Canadian musicians and for the musical life of this country. Canadian music festivals have grown almost incredibly since

their inception forty years ago, as we learned from the brief of the Federation of Canadian Music Festivals, and are now held annually in almost one hundred centres throughout the country, revealing the musical resources of Canada and giving an enormous stimulus both to the activity and to the quality of our musical life. While the public sessions of the Royal Commission were being held in Ottawa in the spring of 1950, the Ottawa Musical Festival Association held its Fifth Annual Festival, and for a week our Capital City was made joyful with the cheerful music of the more than 7,000 competitors who took part. As one of the consequences of the greatly increased attention given to music in Canadian schools, choral societies and instrumental ensembles of non-professional musicians are flourishing, bringing great pleasure to their audiences and, what is more important, to themselves.

3. We have, in brief, been impressed by the many evidences of the vigour and of the variety of musical life in Canada, and, in spite of the many grave problems, we are able to bring in general a reassuring report to those who find in a nation's musical activities indications of that nation's well-being. This reassurance, however, does not extend either to the composer of serious music or to the professional musician in Canada, neither of whom, it is apparent, has benefited appropriately from the vast increase of interest in music in Canada over the last quarter of a century.

4. We suppose that in any country a composer of serious music, particularly if it is of an experimental and non-derivative character, must contend with certain severe handicaps. In Canada, however, in addition to the normal indifference or hostility of audiences to new music and in addition to the consequent reluctance of orchestras and of performers to present music with very limited popular appeal, the composer of serious music is confronted with certain peculiar disabilities and hazards. There are in Canada only four orchestras equipped to present the more serious and more elaborate types of symphonic music. Although these four orchestras, in Vancouver, Winnipeg, Toronto and Montreal, have done valiant work in introducing Canadian music to the Canadian public, it seems to have been their experience that the Canadian hunger for music of Canadian composers is not difficult to satisfy. These four orchestras are all faced with more or less acute financial problems which can be readily aggravated if they venture to present what their audiences consider to be an excessive amount of modern music. A concert of Canadian music given by the Toronto Symphony Orchestra in January 1948, although well advertised, was so poorly supported that it resulted in a deficit of almost \$3,000.² Part of this concert was broadcast by the C.B.C. and aroused considerable interest, but obviously no orchestra can undertake such a venture without some form of guarantee or subsidy.

5. Another significant event has been the Symposium of Canadian Music held in Vancouver in March of 1950 on the initiative of the conductor of the Vancouver Symphony Orchestra and sponsored by the Community Arts Council of Vancouver; this was a great artistic success, and has been hailed by eminent Canadian composers as the most encouraging event in the history of musical composition in Canada. But, although the conductor gave his services to the Symposium and although much of the work of organization was done by voluntary workers, a considerable deficit had to be met by the Community Arts Council.³ This Symposium, which included four concerts of music by thirty-three Canadian composers, was largely ignored by the newspapers of Eastern Canada, but it has apparently given an impetus to Canadian composers and some hope that their work may be heard. As a direct consequence of the Symposium, the C.B.C. broadcast a fourteen-week cycle of Canadian Music, most of which was earlier submitted by the authors for the purposes of the Symposium.

6. In spite of this heartening development, it is true that serious music by Canadian composers is still too little known in Canada. It is doubtful whether many Canadians could give the names of six Canadian composers, and the composers themselves, through lack of a Canadian periodical on music and of funds to establish an effective association, have little knowledge of what their fellow-composers in other parts of Canada are doing. There is no published history of Canadian music; there is no adequate library of music in Canada; and although the two principal Canadian conservatories of music, the Royal Conservatory of Music of Toronto and the *Conservatoire de la Province de Québec* have strongly influenced Canada's musical life, we are informed that "no Canadian university . . . offers musical post-graduate courses in musical research".⁴ Only a small fraction of Canadian composition is available in published form and we are told that the larger and usually more significant works are unlikely ever to be published.

7. The Canadian composer of less elaborate works, for instrumentalists or for singers, finds that the Canadian concert stage is almost entirely dominated by artists with no particular interest in Canadian music who come to Canada from the well-organized and powerful concert agencies of the United States. As a consequence, the Canadian concert goer is privileged to listen without inconvenience or great cost to the world's greatest performers. But the Canadian composer, just as the composer in other countries, does not engage in musical composition merely as an aesthetic or an intellectual exercise. He must get his work performed to satisfy his own creative urge and to improve his craft, to say nothing of earning his living. But his chances of hearing his work adequately presented in a concert hall are probably slighter than those of his contemporaries in Western Europe or in the rest of the Americas. He will already have

been faced with the very difficult if not insurmountable problem of getting his musical compositions published. Until very recently, music publishing in Canada has been on a very small scale and has been largely controlled by British and American interests. It is usually quite beyond the means of the Canadian composer to have his works copied or duplicated, particularly when these are orchestral works. The situation in Canada is now slowly improving but it remains true that most Canadian composers must relinquish their manuscripts if their music is to be performed.

8. Canadian music cannot very well be promoted unless the works are available for distribution. For this reason the Canadian Music Council has set itself the task of establishing a library of carefully selected Canadian compositions from which any of the listed works can be supplied to interested orchestral organizations or performers. This library is to include published material if it is available, and efforts will be made to persuade music publishers to add to the list of existing publications. In this important work of establishing a library of Canadian compositions and in promoting their publication, the Canadian Music Council does not, however, have a permanent secretary since it was not found financially possible to retain the services of an able and experienced musician who, for a little time, acted in that capacity.

9. It is seen that the Canadian composer of serious music is faced with serious handicaps; interest in Canadian music, however, has apparently increased in some measure both in Canada and elsewhere. The International Service of the C.B.C. has done much to make Canadian music known abroad, not only by its broadcasts but by the production of recordings which, through the agency of Canadian diplomatic missions, are brought to the attention of music lovers in many countries. Within Canada the C.B.C. has given frequent broadcasts of Canadian works, many of them first performances. It has also commissioned and produced for broadcast extended works, and throughout the year it engages for a period ranging up to three or four months some twenty or twenty-five Canadian composers to produce the incidental or the principal music of its broadcast performances. We are informed that during one season's performances of the *Wednesday Night* programmes some ninety compositions by Canadian composers, ranging from songs to symphonies, are produced and performed by the C.B.C. The National Film Board also employs three Canadian composers as part of its permanent staff, and their work has attracted international attention. The Film Board also not infrequently engages additional Canadian composers on a temporary basis to supply background music for a specific production.

10. The orchestra of the Royal Conservatory of Music of Toronto has greatly encouraged young Canadian composers by giving both public performances and private readings of their works. The Composers, Authors

and Publishers Association of Canada told us in Toronto: "We have made grants annually for the past thirteen years to the Royal Conservatory, something like 1,000 dollars a year, and we have five prizes of one hundred dollars a year for composers".⁵ The winning works are usually broadcast by the C.B.C. The composition of Canadian music has also recently received an encouraging stimulus through the activities of Broadcast Music Incorporated. Within the last year or two there have been occasional broadcasts of all-Canadian programmes from certain of the larger broadcasting stations in the United States. Of late years several eminent Canadian conductors have presented programmes of Canadian music in Europe and elsewhere, and it appears that these programmes have been extremely well received. Very important and valuable work has been done by Dr. Marius Barbeau and others in bringing to light the folk-music of the country. We are informed that constant inquiries regarding Canadian music are received by representative Canadian musicians and organizations, both from within and without Canada. Indeed so great has been the volume of these inquiries that neither the Canadian Music Council nor any other organization has up to the present time had adequate machinery to deal with them. Much work must be done to collect, to preserve and to publicize existing Canadian music; and much more must be done if the composition of Canadian music is to receive the encouragement which it deserves. Existing facilities in Canada for the publication, the performance and the promotion of Canadian music are inadequate. We believe that the C.B.C., the National Film Board and Canadian orchestral societies have done as much for Canadian music as their means allow. Much more is needed if Canadian composers are to remain in Canada, and if there is to be a Canadian music.

11. The Canadian concert artist and the Canadian professional musician fare rather better than the Canadian composer since they find it not entirely impossible but only extremely difficult to gain a precarious livelihood from their art. As we noticed earlier, the Canadian concert stage is very largely dominated by concert agencies in the United States, although certain musical societies, notably in Montreal, Toronto and Winnipeg, have consistently included Canadian artists in their concert series. No Canadian musician would wish to exclude or to impede the few incomparably great artists whose concert tours in Canada give great pleasure to Canadian audiences and an equally great stimulus to Canadian musicians; and Canadian audiences cannot be expected to be content with indifferent performers only because they are Canadians. But we have been assured that Canadian resident musicians are by no means inferior in talent, in training, and in experience to many of the visiting artists included in the concert series along with the few internationally known "names", and that Canadian musicians resident in Canada, however gifted, are never included in the concert series conducted by American agencies.⁶ There are concert

managers in Canada who now work on behalf of Canadian artists, but they are severely handicapped in competition with the powerful American organizations and unless the local committees in the more than 150 Canadian cities and towns subscribing to these concerts of American origin will insist that a reasonable proportion of resident Canadian musicians be included, there is some danger that the Canadian concert stage will present no Canadians except for a few expatriates returning briefly for a concert tour of their native land.

12. For the young artist at the beginning of his concert career, to whom frequent public appearances are an essential part of his training, the problem in Canada is particularly acute. He is entering into a highly competitive field largely controlled by agencies outside Canada which have at their disposal great resources in talent, finance and promotional skill. If, by some means, he can arrange a concert tour of Canada, he will barely meet his expenses, and for his livelihood will have to depend on the financially harassed C.B.C. and on his pupils whom he will be constrained to take in such numbers as to impair his artistic career. It is not surprising if he renounces sooner or later the unequal struggle and joins in the exodus to the South, where he has probably received much of his advanced training in one of the highly endowed and well equipped schools of music providing generous scholarships and other advantages to Canadian and American students alike. For in spite of the generosity of Provincial Governments, of musical societies and orchestras, of universities and of business organizations, Canadian scholarships in music are very inadequate for the needs of talented Canadians who deserve but cannot afford advanced study. A partial solution for the problem of the rising concert artist has been provided by the Department of Education in Ontario which for some years has organized and subsidized concert tours in smaller places where concerts are given in school halls. In the 1949-50 season 135 concerts were given with great benefit, no doubt, to musicians and audiences alike. A few Canadian communities have organized a Junior Series of Community Concerts where talented young musicians can acquire the discipline, confidence and experience which can come only from public performances. But much more can and must be done if we are not to lose our ablest musicians. We do not suggest that all Canadian musicians should remain in Canada, providing Canadian music by Canadian composers; but it seems to us unfortunate that so many of our best people should be compelled to go and remain out of the country for lack of opportunity at home.

13. The skilled professional musician, we are informed, is able to practise his art in Canada only because of the C.B.C. which in effect subsidizes our four principal orchestras; and in the opinion of an eminent Canadian musician it would be disastrous to music in Canada if radio were left entirely in private hands. A not unnatural consequence of the C.B.C.'s

zeal in fostering Canadian symphonic music has been the concentration of the most competent Canadian musicians in four centres, with serious effects upon the musical life in the smaller cities, as was pointed out to us very clearly and forcibly in Regina and Quebec City. It must be expected too that the establishment of television broadcasting in Toronto and in Montreal will further aggravate this problem. We were indeed told even in Winnipeg and in Vancouver that these cities were steadily losing their best musicians, particularly their singers, to Toronto and Montreal where there are more varied and more numerous opportunities for professional musicians. We are in full sympathy with the reasonable complaint that radio programmes from Toronto and Montreal, however excellent, are an inadequate compensation for the loss locally of the most talented musicians; but we can see no full solution for this problem unless the C.B.C. is to have at its disposal much greater sums of money to subsidize local orchestras. It may be that private broadcasting stations, as we have said, could employ for sustaining programmes much more local talent than they have found practicable or desirable in the past. For example, as stated earlier, the Winnipeg Musicians' Association told us that none of their members had received any employment whatsoever for sustaining programmes on private stations in 1949;⁷ and a very well known Canadian singer had not been engaged by a private broadcasting station in fifteen years. But it is doubtful whether any effective measure could be found to stop this centripetal tendency which, of course, occurs, perhaps even more strongly, in the United States, in Great Britain and in France. Unfortunately in Canada this migration of skilled musicians does not end within our borders, and reasons similar to those which bring a musician from Victoria or Regina to Toronto not infrequently prompt him to continue to New York. We have been repeatedly told that this exodus would reach catastrophic proportions were it not for the C.B.C. which, it is apparent, is doing whatever is possible within its limited resources for Canadian music and for the Canadian musician.

14. Although our attention has been chiefly directed to the urgent problems of the Canadian composer and of the Canadian musician, we have been impressed by the representations which have been made to us on a number of impediments to the development of a musical life appropriate to a nation. This country is singularly deficient in concert halls. Without exception, in all the centres which we have visited, we have been informed that the musical life of the community is gravely handicapped through lack of appropriate quarters for concerts and recitals. Even in those rare cities which have an adequate auditorium, there is little accommodation suitable for studios, rehearsals or for concerts of chamber music. It was pointed out to us, for example, that probably no city in the world of comparable size is so inadequately equipped for the public performance of music as Montreal; and this inadequacy in varying degrees is character-

istic of the country as a whole. The view was expressed to us that there were more and better concert halls in Canada fifty years ago than at the present time. In general, the musical life of Canada is conducted in inappropriate and incongruous settings, in gymnasiums, churches, hotel rooms, school halls or in motion picture theatres rented for the occasion at ruinous cost. As a prerequisite to the suitable presentation and enjoyment of music, Canada needs community centres, properly designed and adequately financed. This involves, of course, a subsidy from one source or another, and this country needs perhaps to be reminded that most great music, from Pindar to Prokofieff, has been composed and presented largely through private or public munificence.

15. There are other needs: the folk-music of our people which has come to us from all the countries in Europe should be collected and published; adequate scholarships should be available to our young musicians discovered each year in our competitive music festivals; manufacturers of recordings in Canada must be persuaded, we are told, to do something for Canadian music (there have been no recordings of the Toronto or Montreal orchestras for many years); there is a widespread demand in Canada for more films about Canadian music in response to the few excellent films on music produced by the National Film Board; the Canadian Music Council is eager and prepared, with very little aid, to organize an association of Canadian Music Clubs, an association of Canadian composers, an association of Canadian schools of music, and could lend its great authority and experience to the problems of the Canadian concert musician.

16. For these and other projects which voluntary organizations have already advanced to the limit of their resources, no great financial aid is needed; a relatively small amount of money, wisely expended, could put Canadian music on a footing similar to that in other western nations. It would be difficult to imagine a more profitable investment.

THE THEATRE

(From the correspondence of Samuel Marchbanks)

To Apollo Fishhorn, Esq.,

Dear Mr. Fishhorn:—

You want to be a Canadian playwright, and ask me for advice as to how to set about it. Well, Fishhorn, the first thing you had better acquaint yourself with is the physical conditions of the Canadian theatre. Every great drama, as you know, has been shaped by its playhouse. The Greek drama gained grandeur from its marble outdoor theatres; the Elizabethan drama was given fluidity by the extreme adaptability of the Elizabethan playhouse stage; French classical drama took its formal tone from its exquisite, candle-lit theatres. You see what I mean.

Now what is the Canadian playhouse? Nine times out of ten Fishhorn, it is a school hall, smelling of chalk and kids, and decorated in the Early Concrete style. The stage is a small, raised room at one end. And I mean room. If you step into the wings suddenly you will fracture your nose against the wall. There is no place for storing scenery, no place for the actors to dress, and the lighting is designed to warm the stage but not to illuminate it.

Write your plays, then, for such a stage. Do not demand any procession of elephants, or dances by the maidens of the Caliph's harem. Keep away from sunsets and storms at sea. Place as many scenes as you can in cellars and kindred spots. And don't have more than three characters on the stage at one time, or the weakest of them is sure to be nudged into the audience. Farewell, and good luck to you.

March 4, 1950.

S. Marchbanks.¹

1. We think it appropriate first to pay tribute to the many thoughtful and scholarly briefs on drama which we have received reminding us of the eminent place which the drama has held in the long history of the arts, and of its relation to the sister arts of poetry, music and the dance which not infrequently reach their final perfection when associated in dramatic performances. Indeed, the tragic drama of Fifth Century Athens demanded and concentrated for its needs the full cultural resources of a highly gifted people, in poetry, in music, in the dance, and in philosophic and religious thought; from the tragic theatre and its supernal

themes stemmed the arts of the Athenian sculptor, the painter, the architect, in a manner to be repeated only once again at the second flowering of the human spirit in Renaissance Italy. The drama has been in the past, and may be again, not only the most striking symbol of a nation's culture, but the central structure enshrining much that is finest in a nation's spiritual and artistic greatness.

2. The point need not be laboured: many of man's greatest artistic achievements, from Aeschylus to Bach and from Euripides to Wagner, have been cast in a dramatic mould. This great heritage is largely unknown to the people of Canada for whom the theatre, where it maintains a precarious existence, is restricted to sporadic visits in four or five cities by companies from beyond our borders, to the laudable but overworked and ill-supported efforts of our few repertory theatres, and to the amateur companies which have done remarkable work against remarkable odds, largely for their own private pleasure. In Canada there is nothing comparable, whether in play-production or in writing for the theatre, to what is going on in other countries with which we should like to claim intellectual kinship and cultural equality.

3. Although it is quite evident from the representations made to us across the country that there are considerable regional differences in the prosperity and effectiveness of the theatre in Canada, and although there are many evidences of a lively interest in the theatre, we have found fairly general agreement throughout the country on the following critical points:

- (a) Canada is not deficient in theatrical talent, whether in writing for the stage, in producing or in acting; but this talent at present finds little encouragement and no outlet apart from the Canadian Broadcasting Corporation which provides at the moment the greatest and the almost unique stimulus to Canadian drama. The C.B.C. drama, however, is an inadequate substitute for a living theatre.
- (b) Facilities for advanced training in the arts of the theatre are non-existent in Canada. As a consequence, our talented young actors, producers and technicians, revealed through the excellent work of the Dominion Drama Festival, must leave the country for advanced training, and only rarely return.
- (c) Except in the few largest centres, the professional theatre is moribund in Canada, and amateur companies are grievously handicapped, through lack of suitable or of any playhouses.
- (d) There is no National Theatre in Canada and nothing at present to indicate that there will be one. Although witnesses and other authorities on this matter differed in their conception of what a

National Theatre should be and of how it should be brought about, there was wide agreement that it should be one of our cultural resources.

4. In spite, however, of these many difficulties and obstacles the picture of drama in Canada is not at all one of unrelieved gloom. There still remain in Montreal, Toronto, Ottawa and Vancouver active theatre companies which have been able, consistently or periodically, to maintain professional levels of production and to preserve at least a limited public taste for the living theatre. In the person of Gratian Gélinas we have in Canada a man of the theatre who with rare vigour combines with equal distinction the qualities of the playwright, the producer and the actor. *Les Compagnons de St-Laurent*, maintaining both a school of dramatic art and a professional company of which any country might be proud, are well known not only in the Eastern parts of Canada but in the United States. The Western Stage Society, a professional non-profit company centred in Saskatoon, has shown that an enterprising company can do much even with very limited facilities for drama; in its first eighteen months this Society twice toured Saskatchewan and played in 140 cities, towns, villages and hamlets in whatever quarters could be found. The Canadian Repertory Theatre in Ottawa produces a play a week throughout the season, giving great pleasure to its supporters and saving Ottawa from the dubious distinction of being the only important capital city without a theatre. There are other professional or semi-professional companies, notably in Toronto, which appear from time to time, and there are, of course, many hundreds of amateur groups, some of them of genuine distinction.

5. Probably the most encouraging aspect of the drama in Canada is the work of the Canadian Broadcasting Corporation, which has fully demonstrated that we suffer from no lack of playwrights, of producers or of actors where opportunity exists for their abilities. Throughout Canada we have heard, from drama groups and from persons competent to speak on these matters, warm tributes to the freedom, the imagination and the artistic integrity of the C.B.C. productions. We were told in Vancouver, for example, that the Canadian actor would not find it possible to continue were it not for the C.B.C., and in Montreal that the C.B.C. has created a renaissance of dramatic art in Canada. It is possible that our Canadian society will always produce more young people of talent in the arts, letters and sciences than we are capable of absorbing; but it is apparent that, at the moment, for our young playwrights and actors who are eager to remain in Canada if they can make even a meagre living, the C.B.C. almost alone offers any opportunity.

6. There is undoubtedly in Canada a widespread interest in the theatre. We have mentioned earlier the astonishing number of amateur dramatic

societies; and even indifferent plays presented by visiting companies of no great distinction from abroad have been sold out weeks in advance. A first-rate company of players could probably maintain themselves profitably in Canada for as long as they wished to stay. From the evidence of the many briefs presented to us, and from the accounts we have heard of packed theatres in any centre where a play, whether amateur or professional, has been presented after the long absence of the living theatre, it seems apparent that there is in Canada a genuine desire for the drama.

7. Nothing in Canada has done so much for the amateur theatre as the Dominion Drama Festivals which, apart from the war years, have been held since 1933. This nation-wide movement has created and has sustained interest in the theatre and has been directly responsible for the appearance of hundreds of theatre groups; it has also been a powerful agency in bringing together, in understanding and in the sharing of common purposes, companies of players from all parts of Canada who differ, it may be, in language, in background and in resources, but who are joined in the strongest of unions, an enthusiasm for a common and a pleasurable objective. We have been impressed by the warmth and the extent of evidence agreeing that the Dominion Drama Festival is now established as an important national movement and as a valuable unifying force in our cultural life.

8. To make its work fully effective, however, the Dominion Drama Festival needs help in meeting recurring and increasing deficits (now borne by private donations), and in extending its activities. The Festival decided in 1950, as an act of faith to put itself on a full-time basis and to engage a staff to work throughout the year on Festival activities; but there are urgent needs for a central office with a library of plays, for trained organizers and directors, and for assistance in securing adequate theatres. Drama groups throughout Canada, moreover, have pointed out to us the almost impossible financial problem involved in sending a company of players over great distances to compete at the Festival. Last year (1950) the Festival was held in Calgary; only two groups in Nova Scotia expressed any interest in it, and no company east of Quebec City was in fact represented. We are informed that many local dramatic societies are now reluctant to enter the Festival since if they win their regional festival they cannot attend the national competition; some local companies of amateurs also feel that they cannot compete on equal terms with companies of professional actors; and although the Festival undoubtedly reveals each year the best dramatic work in Canada, it has grown somewhat remote from the smaller dramatic societies many of which originally it helped to bring into being. Other societies husband their resources by restricting their local productions in order to travel to the Dominion Festival, if successful; as a consequence, it becomes an indirect cause

of curtailing productions in certain areas. We found widespread agreement that it would be a serious setback to our national understanding if for financial or other reasons acting groups in Canada are compelled to abandon the Festival, or if it must restrict its further development.

9. In Canada the writing of plays, in spite of the few vigorous creative writers who have found encouragement in the C.B.C., has lagged far behind the other literary arts. We have been informed that there is little writing for the theatre in Canada because of our penury of theatrical companies; these are few in number for lack of playhouses for which there is no demand since our people, addicted to the cinema, have rarely the opportunity to know the pleasure of live drama professionally presented. It has been universally true that the play-writer must have a vigorous, living theatre for which to work; for this, radio drama is no substitute and indeed, we are told, habitual writing of scripts for radio broadcasting purposes, though a skill in itself, may ruin a writer for the theatre where the dramatist must know how to use movement, gesture and stage-craft in composing his work.

10. Although the field of formal education lies outside the competence of this Commission, we have noted with interest that increasingly drama is recognized in the school curricula of most provinces, notably in Western Canada, as a valuable means for attaining some of the objectives of general education. Throughout the country, too, drama and the arts of the theatre are receiving increased attention from educational authorities and voluntary organizations concerned with adult education. A few Canadian universities have full-time departments of drama, and in such summer schools as the Banff School of Fine Arts much excellent work is being done. But nowhere in Canada does there exist advanced training for the playwright, the producer, the technician or the actor; nor does it seem rational to advocate the creation of suitable schools of dramatic art in Canada when present prospects for the employment in Canada of the graduates seem so unfavourable.

11. We mentioned the lack of playhouses in Canada and on this subject we have heard much throughout the country. We are told that amateur companies are severely restricted in their activities by the almost insurmountable difficulty of finding adequate rehearsal quarters and suitable theatres for their productions; only five or six amateur companies in Canada have a permanent house of their own with reasonably adequate lighting and other stage equipment. Professional companies seldom venture to go on tour because the few remaining legitimate theatres in Canada are so widely separated that the costs of travelling are prohibitive. For a variety of reasons, economic, sociological and aesthetic, the legitimate theatre which thirty years ago flourished throughout Canada has disappeared. (In passing it should be noted that

the varied companies who appeared in the innumerable Canadian "Opera Houses" of the last generation included everything from distinguished acting to burlesque and vaudeville, and that few of them were indigenous to Canada). The local theatres could not compete with the moving-picture, and after standing vacant for longer or shorter periods were taken over by the great motion picture companies which not infrequently found it necessary to demolish the theatre stages in their plans for conversion. We have been repeatedly informed that the theatre could be revived if only federal subsidies could be secured for the erection of suitable playhouses throughout Canada and for part of the travelling expenses of Canadian professional companies. We have also been told that a chain of legitimate theatres throughout Canada would make possible tours of competent professional companies from abroad, thus providing a stimulus to Canadian actors and playwrights and a useful example of the wide gulf separating the interested amateur from the competent professional who has been thoroughly trained and apprenticed, learning his craft under the goad of sternly skilful direction and of ruthless competition. There is no doubt that the expenditure of adequate sums of money could restore suitable and numerous playhouses, but whether this would mean a renaissance of the theatre in Canada has been sharply questioned. *Les Compagnons de St-Laurent* agreed with the Western Stage Society that the construction of theatres and halls on a grand scale is not necessary or advisable but that much could be done to make existing accommodation more suitable for theatrical performances if competent advice on this matter were available from a central agency.

12. Repeatedly at our sessions throughout Canada the question of a National Theatre was discussed. Almost invariably the view was expressed that a National Theatre should consist not in an elaborate structure built in Ottawa or elsewhere, but rather in a company or companies of players who would present the living drama in even the more remote communities of Canada and who would in addition give professional advice to local amateur dramatic societies, a procedure which, we understand, has been made effective in the Union of South Africa where the problems were essentially similar to our own. The permanent company would be principally engaged in bringing the theatre to all communities in Canada where facilities for presentation exist. It has also been suggested that many Canadian cities and towns now lacking an adequate playhouse would find it practicable and desirable to make suitable provision for the regular appearance of the national company of players. These would not only present plays of a high professional level of performance but would give counsel to local dramatic societies in acting and in stagecraft. It would no doubt be desirable for gifted amateur actors of local societies to appear in minor or even in major roles with the professionals, to the great advantage and pleasure both of themselves and of their community.

The members of the permanent company would also be available, in the theatre off-season, as directors of summer theatres or as instructors at summer schools of the theatre; and the permanent company could appropriately represent Canada at international festivals of the theatre. The brief of the Governors of the Dominion Drama Festival adds that such a permanent company would also "encourage writing for the Canadian theatre and provide an opportunity for presentation of Canadian plays".²

13. If there were such an outlet and such a goal for young Canadians gifted in the arts of the theatre, it has been suggested to us that it would be advisable and necessary to make provision in Canada for the more advanced training of young artists discovered by the Dominion Drama Festival and by other amateur and professional organizations. Such an advanced school, if established, should be closely associated, we were told, with one of the Canadian universities so that students could conveniently receive both the specialized training in the theatre and the general training in language and in the liberal arts essential to their careers; and the advanced school should give instruction in the kindred arts of opera and ballet.

14. As part of the school of the National Theatre it has been proposed to us that there should be a well-designed and adequately-equipped theatre which would include suitable studios for advanced instruction and experimentation in stage-craft, costuming, make-up, lighting, and in other technical skills. It would, of course, be disastrous to conceive of the National Theatre merely as a playhouse erected in the capital or in one of the larger centres; but it seems apparent that the national company of players would require a base for their operations and that the advanced school should have adequate quarters for instructional purposes and for performances. The playhouse of the national company would no doubt serve as a model for communities throughout Canada proposing to construct theatres as municipal enterprises, and its staff would be competent to advise dramatic societies throughout Canada on all theatrical matters.

15. A National Theatre has been strongly advocated as the logical and essential sequel to the progressive scheme of development which has been created through the work of voluntary organizations but which at present leads nowhere. Such a theatre, it has been argued, would provide a goal and an outlet for the young persons of first-rate ability who each year are trained in the amateur or professional groups, in universities and summer theatres, or who have won distinction at the Canadian Drama Festival and who now, apart from the very few who can find work with the C.B.C. or with a repertory company, must leave Canada or abandon the theatre as their life work.

16. We must not, however, give the impression that the views of those Canadians competent to speak on the drama in Canada are unanimously

in favour of the immediate establishment by one means or another of a National Theatre. Indeed, the dangers inherent in attempting to establish and to operate an agency for the advancement of national culture directly under government control have been expressed to us wittily and with force in the Special Study on "The Theatre in Canada" which was prepared at our request by a well-known Canadian writer and actor. By this authority on the Canadian theatre, and by others who share his views, it was suggested to us that the Government of Canada at the moment should do no more than make possible for Canadian companies of players easier and less expensive means of travelling throughout our vast distances. The suggestion was made, too, that the Federal Government, in the course of one of the Federal-Provincial Conferences, might suggest to the Provinces that they consider the possibility of relieving non-profit dramatic companies of the amusement tax which the provinces now levy. The point was made to us, in general, that the burdens now pressing upon drama in Canada should be lessened, but that there should be for Canadian drama no direct contribution of public money.

17. The argument went on to suggest that government patronage of the arts, unless it operates under special safeguards, can become severely repressive in its influence; if a governmental scheme for a National Theatre, for example, were set at work in this country within the next five years, at every election when economies are advanced the National Theatre would automatically come under fire. Dependence upon government support, in this view, would give only a precarious existence to a National Theatre in Canada and would make first-rate work impossible. This argument adds that there may come a time when a Canadian theatrical company will have unmistakably earned the right to be called a National Theatre. By that time it will have its traditions, its methods of work, its individual style and its faithful and appreciative public. If at that time the nation chooses to offer support to it, it can then accept this support upon honourable terms, insisting, however, that it be allowed to conduct its own business in complete independence.

18. As we have observed, to many people the words "National Theatre" mean a building, probably in Ottawa; but unless such a building is a centre from which travelling companies go on tours throughout the length and breadth of Canada, it would be a foolish extravagance. If the Shakespeare Memorial Theatre, we were told, could be transplanted bodily from Stratford-on-Avon to Ottawa-on-the-Rideau, with all its equipment, we would still be without a National Theatre; but, "if we can develop even one company, acting in a tent or in school halls, which can move Canadians to tears and laughter with the great plays of the past, and with great plays of the present (including perhaps a few of their own), we have the heart of a National theatre".²

19. We have come to share the conviction, expressed to us by representative drama groups throughout the country and with particular force and clarity during our sessions in Vancouver, that the theatre has now reached a critical point in its development in Canada. We were pleasantly and appropriately reminded of the tide in the affairs of men which taken at the flood leads on to fortune, and it was demonstrated to us with skill and knowledge that we are now witnessing in Canada a full-flowing tide of interest in the theatre. There is great activity on the part of local drama clubs and societies; drama festivals, in spite of many difficulties, culminating in the Dominion Drama Festival are flourishing; training and experience in the theatre are now given in schools and universities throughout Canada; our few repertory companies have held the pass; the C.B.C. has revealed something of our native talent in the arts of the theatre, and it may be expected that the still unknown potentialities of television will provide great opportunities for our playwrights, actors and producers.

20. It seems to us that the time is now opportune for the provision in Canada of the modest help from federal sources which will permit these varied activities of the drama in Canada to find their logical outcome and their fulfilment. The manner in which we believe this help can properly and effectively be given we shall propose in Part II of this Report.

BALLET

1. Ballet has been a late-comer among the arts in Canada, but in little more than ten years it has made astonishing progress. Rather to our surprise we have discovered, as was found in Great Britain, that classical ballet for so long thought exclusively indigenous to Russia, Italy and France, can be successfully transplanted; and, still somewhat self-consciously, with other English-speaking people, we are beginning to discern the fallacy in the ancient maxim, "no sober man ever dances", on which our attitude toward the dance has for so long been based. In 1939 there were three ballet companies in Canada; now there are at least twenty, in cities from Halifax to Vancouver, and in November of 1950, at the third Canadian Ballet Festival held in Montreal, fifteen Canadian companies presented twenty-three original Canadian ballets. The stage-settings and at least part of the music was the work of Canadian artists who are finding that the ballet in Canada is continuing its traditional receptiveness and hospitality to modern music and to modern art. Others must have shared our surprise to learn to what extent ballet has won popularity in Canada: a press-report, as we write early in January of 1951, states that 80,000 letters were received requesting tickets for the performances in Toronto of the Sadler's Wells Ballet Company, seven or eight times more than the seating capacity for all performances.

2. In an informative and helpful submission from the Canadian Ballet Festival Association we were informed that

"ballet in Canada has been pioneered by dancers from Europe who have brought the training and the culture of the old world to the new. They have been joined and supported by native Canadians and they together are uniting the best of both the old traditions and the dynamic new strength that typifies Canada, to create a Canadian dance form.

"One of the pioneers was Boris Volkoff, who was trained in the State Ballet School of Moscow, and had world-wide experience as a dancer before opening his school in Toronto in 1930. By 1936 the Volkoff dancers represented Canada in the Olympic Games in Germany. Two years later Volkoff Canadian Ballet was formed. This company has since been a leader in the Canadian dance field.

"Another of the pioneers was Miss Gweneth Lloyd, a graduate of the Royal Academy, London, England. . . . Miss Lloyd soon

formed a Ballet Club to promote a further interest in the dance in her adopted city. From this gradually developed the Winnipeg Ballet whose first public appearance was before the King and Queen, as part of the City of Winnipeg Pageant in 1939. Since then the Winnipeg Ballet has made rapid progress and is today Canada's first professional Ballet Company."¹

3. In 1939 a Ballet Company was formed in London, Ontario, which performed with the London Civic Symphony Orchestra. Dissolved during the war, this Company was reconstituted in 1947. More recently, additional ballet companies have been formed in Hamilton, Toronto, Montreal, Vancouver and Ottawa; and in Halifax a Ballet School of the Conservatory of Music, founded by two distinguished dancers from Latvia, attracted wide interest and popular support in the Maritimes. We have also been informed that other ballet groups are now being formed in Regina, Calgary and Edmonton.

4. On the initiative of the Winnipeg Ballet group, the first Canadian Ballet Festival was held in Winnipeg in 1948 with visiting companies from Toronto and Montreal. The second Festival, held in Toronto in March of 1949, presented eleven companies performing twenty-one ballets for most of which the music was written by Canadian composers. The Festival was a great popular and artistic success; and through the effective co-operation of the C.B.C. and of the National Film Board it awakened interest in the ballet throughout Canada. It is the hope of the Ballet Festival Association that public interest thus created will help to prepare a professional field for Canadian dancers, thus enabling them to earn their livelihood by the practice of their art in their own country, a desirable objective which has not yet been realized.

5. We have been assured on good authority that there is no inherent obstacle to the development in Canada of ballet on a national scale comparable artistically with anything that is being done elsewhere in the world. Indeed we were informed that Winnipeg in particular is fortunate as a centre of ballet, with its high standards of music and with its thousands of people of Slavic and Central European background to whom the dance is a natural and habitual form of self-expression. It was pointed out to us again in Halifax that Canadian youngsters are quick and eager to learn, and that with competent instruction there is nothing to prevent the growth in Canada of a national ballet comparable to that of Sadler's Wells, which beginning from almost nothing, in twenty years has become one of the world's great ballet companies. For this development in Great Britain, however, three things were necessary: strong public support, rigorous training and skilled instruction, (it has been observed that in the ballet, as in surgery, there can be no amateur status), and some source of financial aid, since in all countries for the production of ballet, as of opera, either private or state subventions have been necessary.

6. It has been suggested to us that the impediments to the growth of ballet in Canada are analogous to those which deter the revival of the legitimate stage: lack of suitable quarters for rehearsal and performance, the crippling cost of travel over our vast distances, a scarcity of competent instructors, the absence of a school of advanced training, and a need of scholarships for our promising young artists to assist them, either in Canada or abroad, through the minimum period of six years' training essential to a professional ballet career. Very much the same arguments which advocated the encouragement of the drama on a national scale have been advanced to support the cause of ballet in Canada and to propose solutions for the problems of gifted young Canadians whose talents are revealed each year by the National Ballet Festival but who cannot then look forward to careers in Canada. It seems apparent to us that although the voluntary organizations (notably the Canadian Ballet Festival Association and the few well-established ballet groups and schools) have done and can do notable work unaided, the development of ballet in Canada on a level with Canadian achievement in the other arts will depend upon the adoption of suitable and practicable means to provide professional careers for Canadians in their own country and an important outlet for the creative abilities of Canadian artists and musicians.

PAINTING

1. We have already observed in several earlier chapters the keen interest of Canadians in the arts, particularly in painting. We have, however, hitherto referred rather to the interest of the amateur or the consumer. We now turn to the producers, the painters themselves, who have shown us that Canadian painting is now "on the march", as was said in the course of our Montreal hearings. We found it of great interest to hear the views of those painters who undertook to tell us about this forward movement and of the way in which they are trying, through their art, to express the intangible qualities of our landscape and of our society.
2. Canadian painters individually and in groups have given us generous co-operation. We have heard from the Royal Canadian Academy of the Arts, from the Canadian Group of Painters, from the Canadian Arts Council and from the Federation of Canadian Artists. We have also heard from groups of young artists and amateur painters who have discussed not only contemporary tendencies in Canadian painting but the various problems which confront the Canadian artist. Finally, we have received Special Studies on Canadian painting from two leading authorities, one in French and one in English-speaking Canada. Of these we make free use in the observations which follow.

CONTEMPORARY TENDENCIES IN CANADIAN PAINTING

3. We heard, from eminent authorities on the subject, views on the past and present development of Canadian painting, the influences both native and foreign which have been brought to bear on it, its present quality and its probable development in the future. We were struck by the fact that our informants, although they come from different parts of the country, and although they did not all belong to the same school of criticism, were in general agreement.
4. The first truly Canadian school of painting was the Group of Seven; it was in the work of this group that Canadian painters began to find their own style. In their paintings it is possible to observe a sincere effort at originality combined with attention to technique, characteristics of Canadian painters in general, whatever their school.
5. The significance of The Group of Seven can perhaps be appreciated most clearly through an examination of the work of the distinguished

Canadian painters which preceded it. Morrice, Suzor-Coté, and earlier, Kreighoff and Paul Kane were great Canadian painters, but they worked in isolation and their personal reputations created no recognition for Canadian painting as such. Morrice, in his training, in his manner of life, and even in his paintings, belonged more to the world at large than to Canada. He died in Tunis. It is perhaps symbolic that Tom Thomson, whose work is so closely associated with the Group of Seven, and who contributed so much to the development of that new Canadian spirit in painting which has been referred to as romantic naturalism, should have met his death in one of the northern lakes which his paintings had made famous.

6. We were privileged to hear not only about the Group of Seven but from it in listening to one of its original members, Mr. Arthur Lismer. In explaining and estimating the importance of the work of this Group, Mr. Lismer said:

"If there was any value in the work of the Group of Seven, it was because the group represented the desire of men, coming together from many different places and occupations immediately after the War, to portray to the Canadian people in a new and striking way, the country they had been fighting for. I think we felt at that time that our job was to make people see what the land looked like and to make them understand that it was not just a place to be exploited industrially. Men like Thomson, Jackson and Harris, going up to the North Country, were trail-blazers in a new sense."¹

7. The Group of Seven embodied what has been called a descriptive and romantic tradition. That is to say, while restricting themselves to the essentials of the object depicted, they undertook to suggest through, but beyond the immediate object, the whole grandeur and wildness of the Canadian landscape. Some modern painters, noting unfortunate imitations of this style, point out the danger that it may give rise to a kind of static and passive observation of external objects. This is not to deny its profound significance in the development of a distinct Canadian school of painting. At first this school was confined to the English-speaking members which constituted the original Group of Seven. Later, as the Canadian Group of Painters, it included French-speaking painters who, like their English-speaking colleagues, were primarily interested in expressing the Canadian atmosphere through Canadian scenery.

8. However, the typical contribution of French-speaking painters to Canadian painting has not been in the style of the Group of Seven. French work is represented rather by a group of young Montreal painters. About 1940 those young painters were profoundly influenced by certain artists from abroad. Numerous exhibitions of their work were held and these, through their novelty, provoked animated and even passionate discussions which interested not only the expert but the general public. Then,

Alfred Pellan returned to Canada. During the dozen years or so of his absence in Paris, he had acquired a considerable reputation for his fresh and audacious work. Almost before his first Canadian exhibition was finished, he was attracting students and experimenting with fresh techniques.

9. The tendency of this new school is to move away from romantic naturalism to the abstract painting which is international in vogue. The death in 1942 of Clarence Gagnon, who represented romantic naturalism in its most cultivated form may, perhaps, mark the end of an age. Mr. Lismer himself, whom we have already quoted as a member of the Group of Seven, directed our attention to the members of the new school. He pointed out that the Group of Seven, the pioneers, as we have heard, of a truly Canadian school of painting, had felt the need to get away from the cities. Their great contribution was that they had seen and shown a pattern in Canadian landscape. Their modern counterparts on the other hand, while carrying on their work in design, are coming back to society and through their work are associating the arts more closely with Canadian life. They show a lack of self-consciousness about Canadian art; what is important to them is that there should be art in Canada. "Their paintings are designed to express a new Canadian spirit and are not merely a consequence of looking at the Canadian landscape."²

10. This remarkable and disinterested appreciation by one of Canada's senior painters who has used his talents in quite a different direction seemed to us both interesting and significant. In this we find evidence of a continuity in Canadian painting which rises above differences between various schools of interpretation. The author of one of our special studies agrees with Mr. Lismer in his appreciation of the work of the new school and remarks that international influences have not been inimical to a vigorous Canadianism; on the contrary, new developments, international as well as national, have helped to create a new Canadian art. This point was confirmed by the remark of one of the younger painters who appeared before us at Montreal:

"Canadian painting is Canadian only by reason of being first of all painting; that is to say, it discloses a spirit which is superior to and transcends the subject matter. The work of art will have its principal value in the impression it creates upon the mind and not through its subject matter."³

This new school contains both English and French-speaking painters, although artists recognize certain differences between them. The former, we are told, convey more clearly in their painting their intellectual experiences and their sense of the uncertainty of the times in which we live. Their French colleagues express more joyously their delight in life, in thought and in emotion. Both are equally remote from romantic naturalism.

Canadian painting no longer seeks to express itself through the Canadian landscape but for all that, it is maintained, it is nonetheless Canadian.

11. We were naturally interested to learn of the appreciation abroad of Canadian painting. Canada's earlier reputation in this field was achieved by the original work of the romantic naturalists which aroused the admiration of critics at the Wembley Exhibition in 1924-25 and at the Exposition of the Jeu de Paume in Paris in 1927. Modern Canadian painting can no longer exploit the novelty of the Canadian landscape. Our young abstract painters are being judged on exactly the same footing as are the abstract painters of other countries; that they are able to hold their own may be judged from the success of Pellán's exhibition in Paris before the war and of recent exhibitions of Robert LaPalme in Rome and in Paris. Canada's reputation in the arts, both at home and abroad, is based mainly on her painting. All those who came before us recognized the importance of Canadian painting both as an art and as an expression of Canadianism.

THE PROBLEMS OF THE CANADIAN PAINTER

12. In spite of this, the Canadian painter faces very serious problems. Painting in Canada is not yet fully accepted as a necessary part of the general culture of the country, to the detriment both of the painters and of other Canadians. Canadian painting does not receive sufficient recognition from either official or private sources. The result is that in spite of the great enthusiasm of the painters and of important groups of amateurs, they are still somewhat isolated from the rest of the population. Art galleries, as we have said, do all they can to bridge the gulf, but they have not sufficient means to allow them to encourage Canadian painting by regular purchases of Canadian pictures. The result is that, although there is Canadian painting of very high quality, the Canadian public needs more Canadian painters and more Canadian paintings. The Royal Canadian Academy of the Arts, for example, spoke to us of "the quantity production which we so badly need in this country of quality work".⁴

13. Yet our small group of Canadian painters in more ways than one makes a notable contribution to the cultural life of our country. We heard of an art centre founded partly through the generosity of Canadian painters who helped to raise the necessary funds through the gift of their paintings. Our painters, as they themselves have told us, constantly lend their work without fee to exhibitions of all kinds, although they not infrequently receive it back in a somewhat damaged state. We heard from the Northern Ontario Art Association of the generosity with which painters of wide reputation helped to organize beginners' courses in the fine arts without any remuneration to themselves. We had a similar expression

of appreciation from the West Vancouver Sketch Club. We cannot but admire the restraint and discretion with which Canadian painters have spoken of their material problems and of their needs.

14. We have also noticed their strong sense of the freedom and integrity of the artist. The brief of the Federation of Canadian Artists states:

"The arts must not be dominated, regimented or exploited to serve special or narrow ends; they are an unfolding and evolving expression of the inner consciousness of the individual or society. . . . The arts can be stimulated, encouraged, fostered, assisted, and they may have new horizons opened to them, with nothing but advantage. But if their natural development is interfered with, no matter what the immediate results may be, the final consequences will be destructive both to the arts and to the power that has undertaken to dictate to them."⁵

Speaking further on the question of an organization for the co-ordination of the arts, the representative of this Federation said:

" . . . This organization, however it is set up, must avoid impinging upon the freedom and independence of the artists. The artist must not be left in the position of being subject to direction as to the nature of his work."⁶

This does not mean that our painters wish to work in isolation or that they hold themselves aloof from society. They have, on the contrary, expressed both their national and their international interests. They are conscious, as we have suggested, of the importance of making painting a force in Canadian society. The Royal Canadian Academy of the Arts pointed out that the Academy wanted to be regarded as a working organization, existing to serve the public rather than the particular group which it represented. Canadian painters insist at once on their liberty and on their necessary function in society. They are, however, no narrow nationalists. The Canadian Group of Painters urged an increase in invitations to painters abroad to hold exhibitions in Canada.

15. At the same time, Canadian painters, as we have shown, feel that they could serve their country better if there was in Canada a more general recognition of the worth and dignity of the artist; and, in particular, if there were more opportunities for the artist to live by his art without resorting to other pursuits. Asked by the Commission whether economic conditions were favourable to the practice of art, Mr. Pellán replied, "We are compelled to perform certain types of work which are irrelevant to our interests as artists; we are quite unable to live from our art alone."⁷ A young amateur from Chicoutimi, that part of the province of Quebec where so many Canadian painters, abstractionists and naturalists alike, go frequently for inspiration, was more outspoken:

"Just as much as workmen, artists have the right to eat, to live in a house, and even to sleep without too much worry. There should not be men who have the right to live and others who have the duty to die of starvation. To continue the suffering of a great company of talented artists under the absurd pretext that the work of an artist is not productive is part of the coarseness which dishonours a nation."⁸

16. The Federation of Canadian Artists urged that to provide the artist with the means of a livelihood was for the nation a good investment from every point of view:

"The cultivation of the arts is not a luxury but an essential prerequisite to the development of a stable national culture; and for this reason justifies the expenditure of very considerable effort and money. Just as language is necessary to the development of reason, so is the more fundamental language of the arts essential to the development of the basic emotional and imaginative nature that underlies reason and dominates action. Without an adequate development of this submerged seven-eighths of man's nature, any society that he creates must lack inner integrity, self-reliance, cohesion, and awareness of itself as an entity; . . ."⁹

17. We have received with interest a number of suggestions on the means of making possible for our painters a greater degree of material independence and, as a consequence, greater liberty and action, and more time for creative work. Various associations interested in the arts, such as the Northern Ontario Art Association, the Canadian Federation of Home and School and the Canadian Arts Council, suggested that established painters be given bursaries or awards which would permit them to devote, for longer or shorter periods, their entire time to their art. The Federation of Canadian Artists even recommends a title for these bursaries or awards: "Dominion of Canada Art Scholarships". These would be in Canada the equivalent of the pensions which certain other countries grant to their poets and to their artists.

18. This same Association adds to the first proposal for grants a series of recommendations for the initiation of a national scheme in the arts similar to the War Artists Project of the United States. This project, which would be supported by the state, would inspire our painters to produce works of which the best would be included in the collections of the National Gallery. Other works more purely pictorial or descriptive in nature would form the nucleus of collections intended to depict certain areas or certain aspects of Canadian life; for example, a series of such paintings would be commissioned to decorate our public buildings at home and our diplomatic missions abroad. Finally, through the co-operation of an appropriate agency, the sale of works of art of all kinds to important Canadian institutions, whether public or private, would be encouraged.

The Federation of Canadian Artists includes also in its proposal the commissioning of representative works of art, demonstrating different techniques and varying achievements in Canadian painting, intended for sale to local museums. An important part of this ambitious project, which has also been recommended by the Calgary Allied Arts Centre, is that in addition to providing our best painters with rewarding commissions, it would create currents of curiosity about Canadian painting which are as necessary to the vitality of art as the circulation of the blood is to the life of the body.

19. Although such schemes as have been suggested are desirable and necessary for the encouragement of Canadian painting, the Canadian Arts Council reminds us that what the artist really wants and needs is an increase in regular purchases and commissions. In Canada, it is very difficult for an artist to live by these means. The National Gallery is the most important institution to make a regular practice of purchasing Canadian works of art; it was suggested to us that the average sum of \$32,000 which the Gallery has been able to devote to its entire annual purchases during the last ten years is far from adequate and that the proportion which can be devoted to the acquisition of Canadian paintings is quite insufficient. Voluntary societies are in agreement in recommending purchases on a much more generous scale. They urge also, however, the importance of organizing throughout the country more numerous and representative exhibitions of painting in order to educate the public taste. In the long run, these exhibitions, by making people everywhere more interested in and familiar with Canadian painting, would encourage private purchases. These exhibitions would therefore not only educate the Canadian public but would help to support the artist.

20. That the education of the Canadian public is a matter of first importance has been stated to this Commission on numerous occasions. The Director of the National Gallery did good service to the cause of painting in Canada by pointing out that exhibitions held in Canada do not produce such satisfactory results as exhibitions of Canadian painting held abroad. Canadian painting has been exhibited in England, France, South Africa, Australia, the United States, Italy and Belgium. These exhibitions not only brought to the artist an increased prestige, but also gave him an opportunity to sell abroad certain of his works; art exhibitions which are held in Canada do not produce the same happy results. The *Société Canadienne d'Enseignement Post-Scolaire* recommended that exhibitions abroad should be increased but that at the same time everything should be done to obtain greater practical results from exhibitions of painting in Canada.

21. A number of other suggestions have been made to us for increasing the interest of the Canadian public in Canadian art. For example, the Vancouver Art Gallery and the Northern Ontario Art Association believe

that a campaign to increase the circulation of *Canadian Art*, of which there are now published six thousand copies, would arouse a helpful interest in Canadian painting. Other associations propose that the government assist financially the publication of articles on Canadian art and of albums of Canadian painting. The reproduction of paintings in the National Gallery has also inspired proposals which would give help to our painters. The Saskatchewan Arts Board states that reproductions of Canadian works should be exhibited in our schools so that Canadian art would become a daily reality for the pupils. At present, unfortunately, the public appreciation is so limited that the Art Gallery of Toronto, having begun the experiment of publishing each year a large scale reproduction of the work of one Canadian painter, was forced to discontinue the venture for want of public interest and financial support. We recall, however, that the Sculptors' Society of Canada, commenting on "piratical" activities which extend even to federal agencies, maintained that artists should receive a commission on all reproductions.

22. Another suggestion that was made to us for the assistance, or rather for the proper support of painters, was the payment of a fee to artists who lend their paintings for exhibitions. As we have mentioned, they now lend their work without charge and often receive back after a considerable interval a damaged painting which they might have been able to sell privately. In the United States it may happen that all paintings exhibited in an official exhibition are purchased by the sponsors, but more commonly there is an agreement that a certain proportion of them will be thus acquired. It was proposed to us that some such practice should be followed in Canada.

23. We have already mentioned a number of other suggestions for increasing in Canada an understanding and appreciation of the work of Canadian painters. It is generally agreed that the educational work of the National Gallery could be extended; and that more might be done through the C.B.C. and the National Film Board to stimulate public interest which has already responded warmly to efforts made in the past.

24. Canadian painting, through its honesty and its artistic value, has become above all the other arts the great means of giving expression to the Canadian spirit. Canadian painting has become one of the elements of our national unity, and it has the particular advantage of being able to express its message unimpeded by the barriers imposed by differences of language. But in order to perform his civilizing function, both within and without our country, the Canadian painter must receive appropriate encouragement. The problem facing Canadians is to find a practical means of giving to the painter a place in our national life as important as the place which he himself in his art gives to the moral and material aspects of our way of living.

SCULPTURE

1. Painting, then, is generally regarded as the most advanced and at the same time as the most immediately communicable expression of the spirit of Canada. Painting is, of course, independent of any difference of language; its products can be readily moved about and can be exhibited in any desired locality; most important, painting in Canada has achieved a renown not yet attained by the other arts.
2. We come now to the consideration of sculpture, an art less widely accepted than painting as a characteristic expression of Canada; it enjoys all the advantages of the universal appeal of painting, but it is less flexible, less varied and less mobile.
3. We were much interested in the suggestion of the Sculptors' Society of Canada that sculpture is in some measure, if not a cause, at least a symptom of permanence in society:

"A sculptor's conception of a complete town and a complete national aesthetic expression includes the appreciation of monumental landmarks, fountains, avenues of sculpture and all the other manifestations of an art which marks the final possession of the land by a civilized people."¹

It may be argued that architecture, the evidence of an intention to take permanent possession, is the sign which marks the beginning of civilization. Yet it is only when houses and public buildings are embellished with appropriate and significant decoration such as sculpture that a people indicates a fixed intention to dwell together in one place permanently and agreeably, and to express its character and its aspiration in appropriate and lasting symbols.

4. In a further comment in the brief of the Sculptors' Society it is observed that there is apparently

"a trend in this country toward over-emphasis on transient art, just as there is a trend toward transience in the population. The popularity of travelling exhibitions, radio and films, concerts and festivals is not unfortunate in itself, except in so far as it is symptomatic of a habit of thought which can never fully appreciate nor produce a complete culture."²

Sculpture has been and still is the most permanent of the arts although the perils of modern warfare have taken from works of sculpture the

immunity they formerly enjoyed. The use of sculpture has always been symptomatic of a mature society, and through its enduring character much that we know of past civilizations has been preserved for us.

5. We were interested therefore in the statement that there has been for some years in Canada a revival of interest in the art of sculpture and an increase in the number of Canadian sculptors. There are now, we learn, twenty-five Canadian professional sculptors, members of the Sculptors' Society of Canada, in addition to a considerable number of professional sculptors outside the society. A leading practitioner of this art who wrote in 1948, "For the first time in modern Canadian history the sculptors, even the little sculptors are not frustrated," apparently expressed a view commonly held.³

6. Our sculptors express themselves, as do those of other countries, both in single works of art as well as in sculpture in an architectural setting. The tendency of this art, we are told, is to be increasingly related to architecture, "to follow in the path of architecture, to be a consequence of architecture and to be, so to speak, a part of an edifice".⁴ We have been reminded of recent successful ventures in architectural sculpture in the Province of Quebec which show "the sense of intimacy given by the great decorative groups of former times; their power to inspire, their abundant life and their unity".⁵ There is, however, less of pure sculpture, that is, of single works recording an historical event or dealing simply with some subject complete in itself. The existence of certain great single works does not invalidate this general statement. We are informed, however, that although sculptors welcome the revival of interest in architectural sculpture for public buildings which has been particularly marked in the last decade, at the same time, they would like a wider field for purely individual single productions. They suffer as do artists in other fields from the dearth of private patrons.

7. In French-speaking Canada, wood has provided the material for much sculptural achievement. The parish church for long has been the generous patron of this form of art. The plaster-of-Paris adornments of the mid-nineteenth century, we were told, caused a serious decline in taste. Nevertheless a sturdy tradition was maintained and is exemplified in the fine carved calvaries at cross-roads and in the excellent wood-carving within the churches. Recently there has been a new and increasing activity in ecclesiastical wood-carving. There is nothing in Canada to match the wood-carving of Quebec apart from the dying tradition of the totem pole carvers of the Pacific Coast. Sculpture in stone was maintained for a time in the nineteenth century by commissions from commercial houses; it then lost its popularity until about a quarter of a century ago

when it shared in the general revival of sculpture in Canada to which we have already referred.

8. We have heard with concern of the problems of the Canadian sculptor. The sculptor experiences the universal difficulty of making his work known and appreciated, a necessary accompaniment of sustained effort. He has to face in addition the problems connected with his difficult and expensive materials and expensive tools, and with the comparative amount of time and effort which must be devoted to any one piece. Moreover, as one sculptor suggested, it is much harder for him than for other artists to make his work known through exhibitions. It was pointed out to us, however, that the exhibition does not normally mean quite so much to the sculptor as to the painter, since usually works of sculpture are on permanent exhibition in parks or avenues or elsewhere where they have been erected. This is of course particularly true of architectural sculpture. It is not at all true, however, of the very small pieces now produced for use in modern interiors. These are becoming important and, unlike the larger or the architectural pieces, they will not exhibit themselves.

9. As we have observed, the practice and the appreciation of the sculptor's art are both growing in Canada. We have had, however, from the Sculptors' Society a firm protest against the policy of the Federal Government as exemplified in the Capital Plan which makes no provision for sculpture or for any consultation with sculptors. "To the sculptor's mind this apparent apathy is a belittling of the talents of Canadian artists, and a denial to the Canadian people of a most tangible and permanent art form."⁸

10. Whether used as an integral part of the buildings or in relation to them, sculpture, it is suggested, should have an essential place in any such plan. It was stated to us, moreover, that the Federal Government has not only shown itself unaware of its opportunities as a patron, but is even neglectful of its obligations as a consumer. We have already mentioned a protest against the reproduction of works of art and their circulation or sale by government agencies without acknowledgement or remuneration to the artist. The Sculptors' Society in mentioning this matter was careful to explain that artists generally welcome such use of their work, but that they have a right to be consulted, to receive acknowledgement and, where there is commercial use, to be paid. The artist may be ready to work without reward, but we were not surprised to notice that he occasionally resents the cordial willingness of the public to allow him to do so.

11. What other encouragement might properly be given by the Federal Government to sculptors was a matter of some debate. Scholarships were recommended in this as in other fields. It was urged that Canadian sculptors at a variety of levels needed wider opportunities for travel and training. The Sculptors' Society, while accepting the principle, showed

some doubt: "The awarding of scholarships is an easy and fairly economical way of showing results quickly. But . . . educational facilities . . . are already out of all proportion to . . . opportunities for further development and mature work."⁷ This did not imply any objection to scholarships but expressed the opinion only that at the moment sculptors need a wider market more than increased opportunities for training.

12. We were much impressed by what we learned from the Sculptors' Society about the status and the practice of their art. We have already remarked upon the increased public appreciation of sculpture; but, just as other artists, sculptors must have a market for their products. The problem of the sculptor is related in a particularly intimate way to that of the architect of which we speak later. Both arts have now reached a new and important stage in their development in Canada. Sculptors insist that much as they may welcome architectural commissions their creative work will suffer if it is bound too closely to the demands of the architect. At the same time it is, we trust, not unreasonable to believe that without loss of independence to the sculptor both arts may profit from a close association.

ARCHITECTURE AND TOWN PLANNING

1. Architecture and town planning are related to almost all the arts and to many of the sciences. They affect almost every aspect of the life of a community. In general, ignorance of them, ignorance even of their existence, is widespread. We were very glad therefore to have the benefit of the specialized knowledge of a number of professional architectural societies and of individual architects, the Royal Architectural Institute of Canada, the Central Mortgage and Housing Corporation, the Institute of Professional Town Planners, the Community Planning Association of Canada, and an informal group of young architects. We also commissioned two special studies, one by an eminent authority on the history of art in French-speaking Canada, the other by a member of the faculty of one of Canada's leading schools of architecture. We were struck by the fact that many of these groups and individuals, differing in interests and in training, and sometimes differing sharply on matters of detail, showed a surprising similarity in their views on the general state of architecture and town planning in Canada, and on what should be done about it.

2. That modern architecture cannot be dissociated from town or community planning was a statement made in all the representations to us. At present, we were told, 54 per cent of Canada's population is urban, and the proportion is growing rapidly. It is increasingly urgent therefore that anyone who constructs a building of any kind consider the relation of the new structure both to the site and to neighbouring buildings actual and potential, a point strongly brought to our attention by a professional architect who referred to this responsibility both as a public duty and as architectural good manners.

3. On the general state of both architecture and town planning we received somewhat disturbing reports. Architecture, according to one group, although it has the greatest influence of all the arts on the manner of living, is largely ignored by the public. "Builders are creating across the breadth of Canada row upon row of architectural monstrosities in communities whose almost immediate pattern is one of decline and blight."¹ The justice of such a forthright statement by a group of younger professional architects, if not accepted, is certainly not denied by older individuals and groups, professional and amateur, who gave us their views. It was submitted to us that architecturally the public in general

has little respect for the past, is heedless about the future, and apathetic or confused about the present. Of the importance of the newer art of town planning, Canadians, it seems, are for the most part still unaware.

4. Mechanical mass production has affected architecture everywhere, but nowhere, we were told, more than in Canada. The use of standard materials and designs has tended to wipe out regional characteristics which would otherwise have had an opportunity to develop. The industrial towns of Britain could not conceal the architectural glories or efface the fine traditions of a thousand years; and even in the United States older communities have retained permanent examples of fine building. In Canada the examples are fewer and the tradition far weaker. In Quebec, Ontario and the Maritime Provinces, there are, we were reminded, evidences of "urbanity and charm", "pale shadows of eighteenth century towns abroad". These constitute our "vernacular" and they have not been without influence on later building. On the whole, however, we have succumbed more completely, we were told, than most other countries to the characteristics of this "period of architectural confusion".²

5. The result is, we were frequently told, that Canadians are still too little aware of the power of the architect to enliven and enrich their lives; they are too little conscious of mass-produced houses and characterless public buildings. We were interested to hear of an architect, returned from Europe, who was struck by the fact that continental schools, sometimes inferior to ours in lighting and ventilation, often included amenities which we apparently cannot afford, such as ornamental sculptural groups designed for the pleasure of children who, in Sweden and other countries, are thought to need imaginative surroundings quite as much as light and air. Judging from Canadian schools, hospitals, town halls, and lesser (or even greater) public buildings of all sorts, we seem to feel no such needs. "Our town halls", says a senior architect, "are for the most part dreary monuments where people would not go except for the payment of taxes or fines; our older post offices can only be described as sordid; our prewar public libraries give the appearance of being gloomy strongholds for the preservation of precious incunabula; and our smaller railway stations, in V-jointed varnished lumber, have not changed in design since the track was cut out of the prairie or primeval forest."³

6. A specific problem of architecture in Canada has been the tendency toward imitative and derivative styles of architecture. The authors of both the special studies prepared for us dealt severely with the long standing and widespread practice of imitating inappropriately styles of past generations or of other countries which have indeed solved their own architectural problems but not necessarily in a manner which can be suitable at this time and in this country. Imitation has not been confined to the decoration of buildings but has even included the plan, as illustrated

by the well-known and imposing railway station fashioned after the model of a famous Roman bath. Such imitations, we were reminded by an informant from French-speaking Canada, may be even less desirable through the use of inferior materials. Yet it is argued that this "cult of the extinct" is the inevitable striving for form in building of a country without architectural roots. Financial institutions, for example, saw in Imperial Rome an architecture that symbolized power and wealth and the security which the customer would associate with masonry walls and a Doric portico. This literary attitude towards architecture, we are told, is far from dead.

7. Nonetheless many hopeful signs of a growing architectural sense in Canada have been brought to our attention. There are the possibilities of the new "engineering architecture" symbolized in Canada chiefly by grain elevators, whether in wood as is typical on the Prairies or in concrete about the Great Lakes. On the architectural merits of these, opinion differs; one of our informants finds them honest and no more, another admits a beauty in "simplicity of form, unbroken surface texture and the play of shadow".⁴ We were, however, reminded that in French-speaking Canada as elsewhere important experiments are being made in public buildings and in domestic architecture. Architects, we are told, are striving at once to come to terms with the new technology, and to shake off an obsession with the past. They are insisting on the right to face their problem as it is, dealing with the conditions imposed by site, the spiritual and physical needs of the clients and the cost. It was drawn to our attention that there is increasing consciousness of the need in Canada for the development of a regional architecture adapted to the landscape and the climate and also to the materials typical of the area. Earlier signs of this, as we have noted, disappeared in the flood of cheap standardized materials. There are now, however, distinguishable regional developments in British Columbia which take advantage of commanding views and of the relative cheapness of wood. No such experiments are yet apparent elsewhere. It has been stated to us that a true Canadian architecture must develop in this way.

8. One of the hopeful signs for the future is an increasing tendency to look back to those few sound traditions of the past, which have survived our rapid industrial expansion. We have already referred to the fact that historical societies spoke of the importance of preserving evidences of our architectural history in the many fine old houses of Eastern Canada which prove to us that our ancestors had a sense of form and of dignity in living.

9. This respect for tradition added to the determination to face modern problems and to solve them by modern means represents a new spirit which is particularly strong in Canadian schools of architecture with their growing numbers and increasing enthusiasm. For some twenty years, since the passing of the first registration acts by the provinces, schools of architecture

have been the principal entrance to the profession. (There are, however, we are told, no schools and no adequate course in town or community planning, and the want of these in view of the growing importance of the profession is felt to be a serious drawback.) There are now five schools of architecture in Canada offering a five-year course with a total enrolment in the final year (1950) of 172. The present tendency is to associate professional training more and more closely with the humanities and the social sciences on the assumption that the professional man, and not least the professional architect, should have a liberal education. The communal aspects of architecture make it also advisable that the architect know something of sociology.

10. We do not venture to discuss here the delicate professional relationship of architect and client; from the skill of one and the desires of the other architecture must, in large measure, stem. There is, however, one patron so powerful as to constitute a decisive influence on the whole future of Canadian architecture and town planning. This patron is the Federal Government which during the four years prior to 1949 was responsible for twenty-five per cent of all Canadian building. "Societies in other ages never saw so great a patron of architecture or so powerful a client."⁵

11. The Federal Government, in addition to its construction throughout Canada of administrative buildings, post offices, customs houses, military storehouses and other structures, since 1935 has assumed increasingly wide responsibilities in the construction of private dwellings. The newest and most active Federal Government building agency is the Central Mortgage and Housing Corporation, responsible in 1948 for one-quarter of all Canadian houses built in that year. This organization encourages better housing by insisting on certain minimum standards for all houses built with its assistance. It offers approved designs for houses at nominal prices and it has retained architects to prepare plans for its own houses. It has also made grants to universities for research in community planning. Various of the witnesses before us emphasized that the Government has a grave duty for the orderly, pleasing and systematic arrangement of housing centres in Canada.

12. Professional architects, it was apparent to us, are far from satisfied with the record of the Federal Government as a patron. It is suggested that too often men, however able as administrators, are given responsibilities which should be undertaken only by architects; further, the services of architects in private practice, as distinct from those in the government service, are not used as they might be.

13. The Institute of Professional Town Planners expressed regret that the Central Mortgage and Housing Corporation had not paid more attention to experience gained in the "Greenbelt Towns" of the United States

and the "New Towns" of England. It was urged that the various federal agencies should co-operate with one another, and with provincial and municipal authorities in all building projects. We were told, for example, of a housing project for veterans arranged by one federal agency directly in the path of the Trans-Canada Highway with which the Federal Government is directly concerned. This was not an isolated instance; others were cited from five other Canadian cities. It was further suggested that insufficient attention is paid to the effect of a federal public building, or of a housing project, on the community in which it is placed. Public buildings themselves were subjected to somewhat harsh comment in one of the briefs; for example, we were told by a group of young architects that our public buildings reveal "weakness, frustration and static indecision".⁶

14. The prevailing pattern of Federal Government buildings at Ottawa has been a matter of severe comment. Although, in theory, there is to be no regimentation on style in the buildings contemplated under the new Capital Plan, there is a danger, we are told, that the "romanticism" of the Chateau Laurier will be replaced by that of Greece and Rome. The Capital Plan was also criticized for its apparent assumption that all public buildings should be monumental in character. It was urged that in modern times government buildings should be monumental or otherwise according to the purposes for which they are designed, and that rigidity in such matters is unrealistic.

15. Two important suggestions were made to us. First, all important buildings should be designed in open competition. Such a procedure would help to avoid the mediocrity which so easily besets government architecture and would provide at once an example to private enterprise and a stimulus to the architectural consciousness of the public. It would have the added advantage of encouraging the able young architect who too often must spend his early years executing the plans of others. We were reminded that in a number of European countries all administrative and public buildings are now designed by architects selected through open competition. This tradition indeed is well established. St. Peter's in Rome, the Houses of Parliament in London, many famous buildings in France, Belgium and Scandinavia have been built under the supervision of architects selected by competition. Measures of that kind, if applied to Canada, would, we were told, help to raise the standards of our architecture and would contribute at the same time to the development of a healthy sense of rivalry in the profession.

16. Second, it was urged that the Federal Government recognize the importance of community planning and aid it, insofar as this lies within its power. Regional directors, now used by the Central Mortgage and Housing Corporation, should be employed, we were told, for all federal projects and should work closely with provincial and municipal governments; and

federal loans and grants should be made only on the condition that building is to proceed according to a suitable and coherent plan.

17. Other measures suggested were the institution of travelling fellowships for architects, the employment of more professional architects by government building agencies, and clear pronouncements of policy which would make it possible for architects to co-operate more efficiently in government building projects.

18. There was general agreement, however, between non-professional groups, professional architects and government agencies, that it is of the first importance to arouse public interest and develop public understanding on a matter of such universal consequence. In an age of increasing urbanization it is more than ever essential for Canadians to become aware of the influence exercised by architecture on the lives of all citizens; this influence, since we are largely unaware of it, is all the more profound.

LITERATURE

1. The ancient capital of Canada was founded in 1608. Half a century earlier Jacques Cartier published in France an account of his voyage up the St. Lawrence in 1534. This was the first work, or to be more precise, the first important literary document inspired by Canada. It would, perhaps, be going too far to claim the great explorer from St. Malo as the first Canadian man of letters, but at least we can maintain that Canada has enjoyed an association with literature from its earliest beginnings.

2. But this early association did not produce any precocious results. In fact, from the evidence we have received from writers' societies, from editors, from literary organizations and from the authors of the two Special Studies prepared for us on Canadian literature, we must conclude that, among the various means of artistic expression in Canada, literature has taken a second place, and indeed has fallen far behind painting. We have found general agreement that Canadian letters have no such great names as Morrice, Jackson, Harris, Thomson, Gagnon and Pellán in painting, names as famous abroad as in their own country.

IS THERE A NATIONAL LITERATURE?

3. Is it true, then, that we are a people without a literature? To this question we have had similar replies from different sources. Defining the term "Canadian literature" as the reflection in works of imagination of the interests, the ideals and the character of our people, the author of one of our studies states that Canada cannot yet show an adequate number of works that correspond to this description.

"The unpalatable truth is", he continues, "that today in Canada there exists no body of creative writing which reflects adequately, or with more than limited insight, the nature of the Canadian people and the historic forces which have made them what they are."¹

4. In turn, the writer of the study on the literature of French Canada, while granting that a national literature must express certain fundamental traits of the population and the unique qualities of the country in which this population lives and develops, maintains that apart from these local

details, literature, to be truly national, must be recognized as characteristic of the nation by other nations, and that it must in consequence have the human appeal and the aesthetic value to awaken the interest and sympathy, and to arouse the admiration of other peoples.

"Paradoxical as it may seem, it is true to say that literature cannot be considered as the genuine voice of a nation until this literature is accepted as a credible witness by other nations. Only therefore when literature is related to man's universal experience, when it has enough human appeal and aesthetic value to awaken the interest and arouse the admiration of other peoples and when at the same time it can give voice to the special character of the people from which it arises—only when it fulfills all these conditions can it properly be called national."²

5. One of our authorities treats literature as documentary material in the highest sense of the word; the other judges it according to its power to express human nature as much as for its artistic quality. Both, from these differing but not opposing points of view, agree that neither in French nor in English have we yet a truly national literature.

6. The two studies were in further agreement in suggesting that the presence of our two languages is not an insurmountable barrier to the appearance of a national literature, but that it is a retarding factor, one of the numerous difficulties with which we must contend. In the view of all those who have expressed to us their opinion on Canadian letters, the existence of our two languages is recognized as a permanent factor of our Canadian civilization, like our geography and our federal system. Among all the artists, scholars and specialists who appeared before us, the painters and the writers showed themselves most aware of the necessity for the co-existence of the English and the French elements of Canada, and at the same time were the most eager to draw from these rich sources all the intellectual and artistic wealth which they contain.

7. It is for this reason that the Canadian Authors Association recommends "that any aids granted to writers be extended proportionately to writers using both languages; and that any agency created by the Government should deal with both organizations".³ The French counterpart of the Canadian Authors Association, the *Société des Écrivains Canadiens*, inquired:

"Can it be denied that it is the essential duty of Canadian writers, of either language, to devote their talents and their efforts to the spread of intellectual culture, taking into account the ethnical differences and historical facts? Can it be denied that Canada is in a particularly advantageous position because of its privilege of being able to benefit by all that is best in English and French culture?"⁴

"Advantageous position" seems an appropriate phrase, considering that

our writers are the heirs of the two great literary traditions of the western world. At the same time it is a position which cannot but complicate our progress towards a national literature, since our efforts to this end must proceed along two great routes which are parallel, but different.

8. Moreover, students of Canadian literature still find themselves faced with the question of the form that this Canadian national literature will take. Shall we have some day a national literature "which includes without distinction the English and French parts of our literature?" This seems to be impossible, states the author of our special study on letters in French Canada,

"since the very structure of present-day Canada, which is based upon the loyalty of the French and the English-speaking groups alike to their origins and to their different language traditions makes impossible in Canada the existence of one homogeneous literature that would not be clearly differentiated."⁵

9. Not only the critics but the briefs agree that Canadian literature has not yet achieved the status of a "national literature". "The inarticulate nature of the average Canadian's patriotism results from the lack of a native literature commensurate with Canada's physical, industrial, scientific and academic stature, and with the proved character of its people"; this we read in the brief of the Canadian Authors Association.⁶ And in the brief of the *Société des Écrivains Canadiens* we find that:

"The phenomena which have marked the progress of our country in the economic and political realm may be found in the intellectual field with the difference that the gradual elevation is very much slower in the latter than in the others. Economic maturity has come at the same time as political maturity, when it did not precede it to some extent. But intellectual maturity, we repeat, is still to come."⁷

The Canadian Writers' Committee expressed a still more pessimistic view:

"As an agricultural and industrial nation Canada ranks high in the world. But as a cultured nation exploring the human mind and soul she ranks low. She has excused herself because of the size of her population, her youth and the battle she has had to wage wresting the country from nature. Those last two excuses are valid no longer, the first one never was."⁸

10. If, on the other hand, one accepts the views of the young writers of the First Statement Press, Canadian letters for some years have been proceeding steadily towards the beginning of a truly national literature. Since the 1930's when the publication of a book was not too frequent an event, the situation has much improved. Then too, periodical reviews and magazines were practically closed to Canadian writers who, in consequence, had no means of conveying their ideas to the reading public.

Criticism at that time, so far as it existed at all, was confined to writers of a previous age. There has been a great change. In the opinion of the young writers of the First Statement Press, Canadian poetry, turning away from the theme of nature to the theme of human experience, has had a constantly increasing influence. In prose, too, we are told, English-speaking writers have finally succeeded in bridging partly the gulf between Canadian literature and Canadian society.

11. In short, although all our informants agree that Canada has not yet established a national literature, there is also general agreement that, in spite of the obstacles in the way, much progress has recently been made. We were particularly impressed by the optimism of our younger writers.

THE FUTURE OF CANADIAN LETTERS

12. One association expressed regret at the delay in the appearance of a national literature since this is the greatest of all forces making for national unity. But our literature must first find its centre of gravity. At the moment, so the critics have told us, our writers are subject to the pull of a variety of forces. Traditions still strong and vigorous exert an influence upon our letters from England and France; Canadian writers still feel the pull of these historic ties. On the other hand, the literature of the United States, which in the last thirty years has acquired an increasing international reputation, exercises an impact which is beneficial in many respects no doubt, but which, at the same time, may be almost overpowering. The author of our special study on letters in French Canada referred to "a crisis of orientation", a crisis which he would like to see resolved by more energetic efforts to maintain those fundamental characteristics common to the literatures of Great Britain and France. On the other hand, there are those who deplore the respect paid to those principles and forms which come to us from Europe as literary survivals of the spirit of colonialism.

13. Without taking sides on this matter we do think it important to comment on the efforts of those literary groups belonging to various schools of thought which strive to defend Canadian literature against the deluge of the less worthy American publications. These, we are told, threaten our national values, corrupt our literary taste and endanger the livelihood of our writers. According to the Canadian Writers' Committee:

"A mass of outside values is dumped into our cities and towns and homes. . . . We would like to see the development of a little Canadian independence, some say in who we are, and what we think, and how we feel and what we do. . . . The fault is not America's but ours."⁹

14. Immunity from alien influences would not, of course, be sufficient in itself to create a national literature; but it would at least make possible a climate in which the Canadian writer would find himself more at home, where he would be better understood, and where he would find the opportunity for more frequent spiritual contacts with a society which would be more fully Canadian. For if our writers are uncertain of the road ahead, their uncertainty, it seems, is derived from the general confusion in a society with no fixed values and no generally accepted standards.

CANADIAN LITERARY TALENT

15. It may be that the Canadian writer, whether in English or French, has not yet reached that level of universalism which would permit his work to awaken echoes outside our country as well as within it; he may still have some way to go before finding "a Canadian cadence", to borrow the expression of an English-speaking critic; it may be that he is producing novels too naive in their structure, lacking dramatic and poetic force, novels which are too descriptive and not sufficiently analytic, that the tempo of our books is not sufficiently rapid and warm, that true poetry is rare with us and the theatre almost non-existent. In spite of these weaknesses it remains true that we have an important number of writers finely gifted who, if their work were sustained by greater interest and sympathy in their own country, might succeed in giving to our literature the stimulus which has hitherto been lacking.

16. We have been told of a dozen or more remarkably gifted writers in English, and as many in French. What explanation, it has been asked, can there be other than their environment for the fact that none of them has produced "a book which, in Miltonic phrase, the world will not willingly let die", as the author of one of our studies has expressed it.¹⁰ In Canada, it seems, the cultural environment is hostile or at least indifferent to the writer. If so, the interests of literature can best be served by improving conditions of work for our authors.

17. In a series of remarkable articles published in 1949 in the United States, Stephen Spender described the loneliness of the North American writer. This same theme had been discussed in 1946 by a French-speaking critic in a review published simultaneously in Montreal and in Paris; and we have found a similar point of view expressed in various briefs which have been presented to us. "The loneliness of the Canadian writer is not, as we might believe, that of a man absolutely ignored, a man who has something to say and who suffers from the fact that no one will listen to him," the same critic has written.

"His loneliness is much more profound than that. Any Canadian writer of talent can make himself heard by several thousands of his compatriots if he does not compel them to think too seriously about certain contemporary values, and if he does not disturb them in what might be called their intellectual comfort."¹¹

18. If we have properly understood what we have been told, the Canadian writer suffers from the fact that he is not sufficiently recognized in our national life, that his work is not considered necessary to the life of his country; and it is this isolation which prevents his making his full contribution. It seems therefore to be necessary to find some way of helping our Canadian writers to become an integral part of their environment and, at the same time, to give them a sense of their importance in this environment.

19. Interested societies and groups of writers have made a variety of proposals to us. The Canadian Authors Association would like to extend the present system of awards now offered to writers, such as the annual awards of the Governor General, but also to have them accompanied by a prize in money to be granted by the Canadian Government. It has also been proposed that fellowships, such as those of the Guggenheim Foundation, should be established to enable writers of proven competence to devote an entire year or more to the preparation of a serious literary work. Finally, while it was recognized that the C.B.C. had already given help to our writers by commissioning scripts from them, by presenting book reviews, and in general by recognizing them and their place in our national life, it has been proposed to us that the national radio call even more frequently upon the services of Canadian writers.

BOOK PUBLISHING IN CANADA

THE representative of a book publishers' association which appeared before this Commission thus referred to his profession: "The Book Publisher becomes, in a sense, the architect of the mind; he guides writers into certain channels, supplying the formulas and the frame without which many authors would be helpless".¹ We quote this statement to show that publishers recognize and respect the great responsibility which is theirs; we suppose, however, that some authors might enter a mild protest, summoning historical evidence to show that writers had produced books and even very good books before the age of printing, to say nothing of publishing.

2. Obviously, however, no one can deny the immense importance of the Canadian publisher in the development of Canadian letters. We have heard with concern of the insecurity of his position and of its possible effect on Canadian literature and Canadian culture. First, he cannot count in Canada on production sufficient in volume and in quality to permit him to acquire and to maintain a steady market. Second, our population is too small and dispersed to provide mass sales. There are also several financial reasons peculiar to Canada which complicate the business of a publishing house.

3. One principal cause of the publishers' difficulties appears in a table showing the literary output in Great Britain, the United States and in Canada for the years 1947 and 1948. This table, from the special study presented to us, shows the discrepancy between the number of books published in Great Britain and in the United States and in Canada during the same period.

1947	Fiction	Poetry and Drama	General
Britain	1,723	352	243
United States	1,307	463	224
Canada (English-speaking)	34	40	8
1948			
Britain	1,830	423	180
United States	1,102	504	295
Canada (English-speaking)	14	35	6

4. We were told, however, that the quality of Canadian books materially affects the business of book publishing in Canada. According to a Canadian publisher: "... Individual Canadian books sell reasonably well in Canada where factors of interest, literary quality, price and production are relatively the same as those of foreign books in the same season. ... The real failure must still rest with the failure to date of any large group of Canadian authors to express this country to the Canadian people in any really arresting way".² He went on to point out that a comparison of sales figures in Canada of four American and British best sellers with the sale of four successful Canadian novels, reveals that in three instances the sale of the Canadian book in Canada was greater than that of the American or British; in the fourth, the sales in Canada of the American best seller exceeded only slightly (by about two hundred copies) the sales of the Canadian best seller. His conclusion was that what is really needed is more good Canadian books; if our publishers could offer to the public a greater number of novels of outstanding quality, the publishing business in Canada would undoubtedly be more prosperous.

5. On the other hand, a critic in Montreal has said to us that too often our publishers, through lack of courage or imagination, neglect an opportunity to launch a good Canadian author and thus increase their business. We were reminded that it was an American publisher who undertook to translate and publish in English *Bonheur d'Occasion* by Gabrielle Roy, easily the most successful Canadian book internationally since the war. The Canadian publishers also missed their chance with Edward Mead's novel, *Remember Me*. It was published by a British firm in London and ten thousand copies were sold in a few months in Great Britain alone. We learned that Canadian book sellers ordered only fifteen hundred copies for sale in Canada, and that no Canadian publisher has undertaken to issue a reprint.^{2a} Canadian publishers are, of course, not alone in this matter, since publishing began the history of literature is marked by similar miscalculations. In Canada, no doubt as in other countries, the publisher may sometimes with justice complain that the writer wants inspiration, while the writer may retort that the publisher lacks acumen.

6. Much more important, it seems, are the material problems of the publisher. A large country and a scattered population make for high advertising, transportation and distribution costs. In not more than twenty-five book shops in Canada, we are told, is it unnecessary to sell other merchandise in order to stay in business. At the same time, many Canadians fail to acquire the habit of buying books because they live in centres too small to maintain any kind of book shop. It must be recalled that there is a fixed minimum number of copies of any book which must be sold before the publisher does more than meet his expenses. This minimum, we are informed, is about four thousand for books in French

and three thousand for books in English. Even if novels are included, it seems that the sales of few books in any one year exceed these numbers, so critical for the publisher.

7. During the recent war, it is true, the French-Canadian publisher, greatly prospering, could forget about the question of minimum sales. At this time the importation of books from France was practically stopped; except for a few works published in New York or South America, the French-Canadian publisher had to assume the task of his colleagues in France and issue reprints on a great scale of text books, scholarly works, books for children and a very considerable series of contemporary works which French-speaking Canada used to import from France.

8. The impressive figures which are offered may be misleading, but there seems to be no doubt that the war gave an extraordinary stimulus to publishing in French Canada, which sold its products in fifty-two countries abroad. But with the end of the war, business fell off very sharply, and in Montreal there was a series of bankruptcies on the resumption of publishing in France, under more or less normal conditions, and the consequent renewed sale of French publications in Canada and elsewhere.

9. English-speaking publishers did not share the extraordinary wartime prosperity of their French-speaking colleagues but they did enjoy an increase in business which reflected the general expansion of our whole economy. At the end of the war there was no appreciable decline. In English-speaking Canada the book publishing industry seems to be stabilized at a level rather higher than the pre-war, but at a level which does not yet quite satisfy the publishers. It is stated that their readers read three American or British books for every one Canadian.³ The figures are probably more disproportionate when applied to the number of books from France in comparison with publications of French Canada read by French-speaking Canadians.

10. Book publishers, with optimism and enterprise, are trying to stimulate the circulation of books in a variety of ways. A publisher from France who has been living in Canada for some years has organized, under the name of *Le Cercle du livre de France*, a French Book of the Month in Montreal. The organization has more than five thousand readers (including American subscribers) who receive at least four books in French each year. Of these, one is a book from French Canada, the prize novel resulting from an annual competition for Canadian writers instituted by the directors of the *Cercle*. The publisher responsible for this undertaking maintained in a brief presented to us that the establishment of a Canadian book club which would publish only Canadian books would give to our publishing industry a badly needed stimulus. It has been suggested that it would be advisable for an English-speaking publisher to collaborate with a French-speaking colleague in such an undertaking, so that subscribers

to a Canadian Book Club might have the advantage of reading our best books in both languages, either directly in the original or in translation. We infer from the views expressed before us that such a project would provide a desirable complement to the various American Book of the Month clubs and associations. It would then be possible for Canadians to subscribe to an organization whose main purpose would be to circulate good Canadian books.

11. The popularity of American Book Clubs, we were told in Toronto, has probably helped to stimulate the habit of reading in Canada. At the same time, it appears that the American Book Clubs have seriously affected in Canada the sales of Canadian books. We have learned that there are some eighteen American organizations of this kind operating in our country. The advantages and merits of the American Book Clubs were not discussed in detail; but two of their main disadvantages for Canadians were pointed out to us. First, since their introduction in Canada, the once prosperous and efficient system of mail-order distribution of books, operating on the initiative of Canadian publishers twenty-five years ago, has disappeared. Second, since they are owned and directed by Americans, the Book Clubs are designed to appeal to American readers and do not take into account the particular needs and interests of Canadian readers.

12. The publishers' associations mentioned certain special disabilities under which they operate and made a variety of suggestions for reform. They urged that the government should cancel the eight per cent sales tax, which is a barrier both to the publication and to the importation of books but which is not applicable to magazines and newspapers. This would lower the cost of Canadian books and would permit book sellers to lower the prices of imported books. It was suggested too that there be established in Canada a preferential postage rate for books such as exists now in the United States and in France. In Canada the preferential rate applies to periodicals and newspapers only. The publishers would also like to see a reduction in the express costs on books, in order to reduce the cost of the circulation of books at all points on the network extending from the publisher to the reader through the printer and the book seller. Special rates for the air transport of books should, it was thought, be considered. Finally, the publishers suggested to us that the Canadian Government should demand reciprocal treatment in the commercial exchange of books with all foreign countries. These measures, we are told, would assist Canadian book publishing to find and to maintain a proper level. They were pressed with some urgency on the ground that the progress of Canadian book publishing is an essential condition to the existence of a Canadian literature.

FOLKLORE

1. We imagine that there will be general agreement with the numerous views expressed to us that Canadian folklore forms an important though neglected part of our history and of our traditions. The work of the National Museum and, more specifically, of Dr. Marius Barbeau in collecting and in publishing Canadian folklore over the last forty years, as we remarked in an earlier chapter, is well known. As a consequence of these activities there exists, although largely in unpublished form, a very great collection of Indian, French-Canadian and English-Canadian folk-songs, including some 12,000 texts of folk-songs in French, 6,000 recordings of melodies of French-Canadian songs, many hundred texts and tunes of English-Canadian folk-songs and, in addition, some 3,000 Indian songs from all parts of Canada. Moreover, the National Museum has collected many thousands of written records of myths, folk-tales, stories and popular wit, together with detailed descriptions of games and of dances. This material, as indicated above, exists very largely in unclassified or unpublished form since the collection of these materials has far exceeded the Museum's capacity to publish the results of the extensive work which has now been going on for nearly two generations.

2. Probably less well known than the work of the National Museum in the field of folklore, at least in English-speaking Canada, are the activities of the Department of Folklore of Laval University where a chair was founded in 1944, the first such chair in Canada. This chair was founded at Laval so that the manners, customs, beliefs, institutions, language and literature of Canada on a popular level could be studied, described, explained and compared with the folklore of other parts of the world. The Department at Laval has undertaken the compilation of a bibliography of Canadian material which involves a careful search of books, reviews and newspapers published in Canada or about Canada. This Department has also collected a large manuscript library and obtains transcripts of important documents preserved in other institutions. Many original manuscripts have been discovered and are being preserved, including books of songs, recipes and popular remedies.

3. So far as limited funds permit, the Department of Folklore also collects relics of the past that were once in common use and are now or soon will be obsolete, such as tools, furniture, handicraft implements

and so on. In the subject of folklore, however, the most important and the most valuable source of information is found in the memories and in the experience of people still alive. For this reason, under the direction of the Department, exhaustive inquiries are made covering the entire domain of folklore in those parts of the country where traditional customs are still maintained. In various regions of Quebec studies have been conducted dealing with costumes and with children's games and dances. Studies also are made of popular music, and still others deal with traditional stories and songs, with popular festivals and with folk-customs. We have been informed that more than 1,000 original stories or popular songs not hitherto collected have been recorded by students and specialists working under the direction of this Department of Folklore at Laval.

4. Apart from the very great work of collecting and classifying this material, the Department of Folklore gives formal courses of instruction and, as a consequence of these researches, it has been possible to arrange specialized courses on such matters as dialects of French-Canadian speech in comparison with the mother dialects in France. These and other courses have attracted students from the United States and from English-speaking Canada.

5. This Department of Folklore since 1946 has published with assistance from the National Museum a semi-annual volume entitled *Archives de Folklore*. The Department has established and maintains close contact with folklore organizations in some twenty countries. Although the *Archives de Folklore* has been welcomed and enthusiastically received in countries abroad, there has been relatively little encouragement for this venture in Canada. The Department of Folklore would like to be able to complete its library and to undertake more systematic collections for its folklore museum. It is also anxious, as is indeed the National Museum, to make readily available in published form the results of its field activities which it would like to extend.

6. In Manitoba, we learned with interest of the work of the St. Boniface Historical Society which is making an effort to gather together the remnants of popular history and of folklore from the pioneers, both French and Métis, who are still familiar with the early history of Manitoba. It is sometimes forgotten that it is more than 200 years since the French came to what is now known as Manitoba; and songs and stories among these Manitoba French have been discovered which are not found elsewhere in Canada or the United States. We were also told that in New Brunswick there is still a large body of local tradition, of folklore, and of old French and British songs which have not yet been collected. Through a private benefaction, some effort is now being made to collect this traditional material before it is lost or forgotten.

7. We are sympathetic to a point of view frequently suggested to us

that folklore forms an essential part of Canadian culture; indeed, for many of our people, the traditions of folklore are stronger and more productive than the more formal type of Canadian history taught in our schools and colleges. It is, of course, true that in many parts of the world national culture has its strongest roots in and draws much of its sustenance from folk-music, folk-dances, folk-tales and, in general, from popular traditions; and it would seem to us an unfortunate and even a great national loss if the background in music, in art, in craft skills and in the popular traditions generally of our varied peoples in Canada should, through neglect and indifference, be forgotten.

8. We are informed that there are now in Canada at least seventy-five local historical societies and that some of their work falls within the wide and somewhat ill-defined field of folklore. Much, however, of what has been accomplished and of what now is in progress is too little known to Canadian citizens generally; even those societies interested in such matters are all too often unaware of what others in the same field are doing. Canadian folklore, though regional in character, is a matter of general interest and could be an important element in increasing our sense of national community and of national neighbourliness. It is suggested that means be found to make known the very considerable material that has been collected but not published. Canadians have reason to be grateful to the societies and individuals who have with great devotion but little recognition saved for the future much that is both valuable and appealing in our varied national traditions.

HANDICRAFTS

1. It must have been evident to all who have been interested in our work that our Terms of Reference in general were neither designed to be nor have been interpreted very rigidly. This has had the fortunate result of encouraging large numbers of enthusiastic organizations to appear before us, to an extent which we could not possibly have anticipated when we began our task. It will, we trust, not be misunderstood if we observe that to none of us in the early stages of our work did it occur that we should be receiving submissions on heraldry, chess, numismatics, mediaeval studies, town-planning, folklore, zoological gardens and handicrafts. We were however promptly and pleasantly informed about the diversity and the energy of our fellow-citizens, and we recall with particular pleasure the spirited and good-humored assaults made upon us by societies and individuals concerned with the fostering and growth of Canadian handicrafts. The *Cercle des Fermières de la Province de Québec*, for example, which has a special interest in this matter, concluded a long series of very sensible proposals with the following salute: "*Et voilà votre Commission avec une nouvelle gerbe de recommandations!*"

2. We have had, however, some difficulty in determining what exactly is meant by "handicrafts", although we found this definition helpful: "An individual product of usefulness and beauty, created by hand on a small scale, preferably by the same person from start to finish, employing primarily the raw materials of [his] own country and when possible of [his] own locality."² But it seems to us that the term is employed in Canada rather loosely to include the work of highly-skilled full-time professionals (notably in metal crafts, ceramics and textiles), of skilled amateurs who augment their normal income by part-time handicrafts, of invalids who find a therapeutic value in such work, of Indians or Eskimos, of cellar-workshop hobbyists who work for their own and their friends' pleasure, of employees in small "handicraft industries", of part-time workers who make at home to a fixed design what are essentially mass-produced goods for commercial markets, and no doubt of still other groups such as housewives who take pleasure in weaving their own curtains, or their husbands who undertake to make new rungs for the wobbly windsor chair, or to fashion built-in cupboards for the kitchen. However we may define the term, there can be no doubt that handicrafts are an important activity of Canadian citizens.

3. Some forty-four societies or individuals gave evidence before us on handicrafts in Canada, and we have had before us a statement outlining the work and recommendations of a provisional interdepartmental committee of the Federal Government on Canadian Hand Arts and Crafts (January 1942—January 1944). We have had, in short, no dearth of information on handicrafts, and, judging from the enthusiasm which this subject has aroused, we are quite prepared to accept the statement made to us that handicraft workers in Canada number well on to 300,000. Probably others will share our surprise to learn that there are 70,000 hand looms operated in the Province of Quebec alone.

4. As with the arts and letters and many other activities of our people, public-spirited and energetic citizens interested in handicrafts have come together and formed associations locally, provincially, and on a national scale. A central organization is maintained by the Canadian Handicrafts Guild, with its centre in Montreal, and this society was incorporated as long ago as 1906. With the Handicrafts Guild are associated provincial branches in Alberta, Manitoba, Ontario, Quebec and in the Northwest Territories. In addition, the Canadian Handicrafts Co-operating Guild has affiliations with seventeen societies which cover the whole of Canada excepting Newfoundland. These affiliated societies include: the Canadian Guild of Potters, Cape Breton Home Industries, Spinners and Weavers of Ontario, Regina Arts and Crafts Society, Victoria Hand Weavers Guild, Charlotte County Cottage Crafts in New Brunswick, and others. The principal purposes of the Guild as described in their brief, are to encourage, revive and develop Canadian handicraft and art industries throughout the entire country, and to encourage the crafts and industries brought to Canada by new settlers. The Guild also gives assistance in finding markets, both in Canada and abroad, for the products of skilled craft workers. The Guild arranges exhibitions of home arts and crafts and undertakes to provide instruction and to give directions to people interested in handicrafts.

5. In Ontario, there is a very active branch of the Canadian Handicrafts Guild which has affiliations with ten other Ontario societies. The Ontario branch publishes a monthly bulletin on handicrafts, arranges travelling exhibits, including exhibitions at the Canadian National Exhibition, and has made a permanent collection of particularly fine handicrafts.

6. In addition to the Canadian Handicrafts Guild and its associated and affiliated societies, various of the Provincial Governments have taken the initiative through one of their Departments in fostering and developing hand arts and crafts. This is particularly true of the Province of Quebec, where for many years the Department of Agriculture has, through such organizations as the *Cercle des Fermières de la Province de Québec*, provided the necessary leadership and organization. In other provinces,

notably New Brunswick, handicrafts form part of the activities of the Adult Education Section of the Department of Education or are associated for various reasons with other Departments of the Provincial Governments.

7. Although formal encouragement of handicrafts is a responsibility of Provincial Governments and of voluntary societies this matter is also of national concern since it clearly affects the lives of so many of our fellow Canadian citizens. Various organizations appearing before us on this matter have suggested that handicrafts and handicrafts exhibits and demonstrations can and do exert an important influence on our national unity. In Winnipeg we were told by a representative of the Manitoba Branch of the Canadian Handicrafts Guild something of the work which the members of this Branch were doing among our people of central and east-European origin:

"By constantly bringing these people together through exhibits and demonstrations of crafts, during the last twenty years our Branch has promoted better understanding and more good will than any other organization could possibly have done. Being non-political and non-denominational, they are admirably fitted for their work and they have used their advantage for the benefit of the community at large.

There has not been anything cold or calculated about their methods. Everything has been completely spontaneous, filled with warmth, colour, and happy activity. Members of the National Groups have enjoyed meeting each other and becoming acquainted. The public has loved the displays and the colour and gaiety, thus contributing to our cultural life."³

The same point was made in the introduction to the brief presented to us by the Canadian Handicrafts Guild in Montreal:

"Handicrafts—the practical arts, like other forms of art, can be a great force in the integration of a national culture in society in fostering mutual appreciation, co-operation and unity of spirit between widely diverse age groups, social groups and newly arrived racial groups."⁴

8. It was mentioned above that, in our view, the formal encouragement of handicrafts is a responsibility of the provinces and of the various voluntary organizations. We do not propose, therefore, to make formal recommendations on this subject, and we believe that handicrafts in Canada can be most effectively and suitably aided through the strengthening of the appropriate national voluntary organization, the Canadian Handicrafts Guild. We should, however, like to record our interest in a proposal made to us that the National Research Council undertake a study of handicraft problems and issue easily followed instructions in such matters as the bleaching and dyeing of textile materials, the selection and preparation of pottery clay and methods of glazing. We also heard that the National

Film Board could usefully prepare films on Canadian handicrafts for instructional purposes in such crafts as weaving and pottery. We were told also that there should be created a simple and effective procedure to protect handicraft designs from infringement by commercial companies. We were particularly interested in a suggestion that the Parks Branch of the Department of Resources and Development might arrange permanent displays, with facilities for sale, of the better Canadian handicrafts; it was also proposed that similar displays might usefully be arranged in the hotels of our two railway systems, and we have recently learned with great interest of the handicraft collection which has been assembled in the head offices of an important Canadian oil company. These proposals seem to us practicable and we should be happy to have them considered by the appropriate authorities.

INDIAN ARTS AND CRAFTS

1. We heard much in our sessions of the Indian peoples who once played such an important part in the history of Canada and who still maintain to some degree separate communities and a distinct way of life throughout the country. That aspect of their life of special interest to us, their arts and crafts, was brought to our attention in sixteen briefs and presentations. We also received an authoritative study on the subject to which we are indebted for much valuable information. We were interested in this matter for its own sake and because it affects the well-being of an important group of Canadian people.

2. We received information on the arts of various groups of Indians showing how original differences, presumably brought with them on their migration to this continent, have been accentuated by variations of climate, of geography and natural resources in the areas where they made their new homes. We learned of the tribes of the eastern woodlands, the great plains, the interior of British Columbia and the North-West Coast, and of the ingenuity and beauty of their products: basketry of all kinds, leather work, carvings, embroidery, weaving, and silver work in many styles. We heard in detail of the arts and crafts of the Pacific Coast where a highly developed social and economic system was accompanied by the greatest variety and originality in various forms of self-expression. We were reminded, however, of the need for such information as we received to be made available to a wider public:

"There is still a widespread ignorance about Indian cultures. The movies and the comics provide the only general knowledge to many people. All Indians are portrayed as living in tipis and wearing feathers, until even some Indians have come to believe this. A vast area of indifference surrounds imputations of ignorance, laziness or unreliability. Erroneous beliefs are coupled with the sparse facts that Indians made arrow heads which are found from time to time, and that the old women used to trade baskets for old clothes . . . and that is the sum total of public knowledge of these peoples."¹

This general indifference and ignorance on the part of the white population of Canada is matched by increasing indifference on the part of the Indians themselves to their native traditions and their native arts. We received valuable and important briefs on this matter from the

British Columbia Indian Arts and Welfare Society, and local members of the Federation of Canadian Artists who take an interest in Indian work. We also heard from several groups in Alberta, and learned of an important outlet for Indian craftsmanship in New Brunswick. There was general agreement that the younger generation is turning away from the traditional crafts, and that some of the rarer such as the silver work and the argillite carving of the Pacific Coast may disappear completely before long. According to the authors of our special study who based their conclusions on exhaustive inquiries, "Young people do not know this," or "Only a few old people still do it", were recurring refrains in letters sending in information for the report.² And again, speaking of the indifference to the past:

"In most sections, the Indian culture was treated with scorn, indifference or hostility, and the objects the Indian made were, at best, regarded as curiosities. Aside from museums and the amateur collector, these objects fell between the indifferent contempt of the European and the apathy of the Indian, who was confused by his own motives. As a result, one finds again and again in the reports from the Indian Agents: 'Only a very few old women remember this process. The young people don't want to learn.' Or: 'All they are interested in is the money they can get for it. They don't care about craftsmanship'."³

3. Many of the products of the so-called Indian craftsman which do survive are degraded objects mass-produced for the tourist trade, badly carved miniature totem poles, brightly tinted plastic pins ("of Indian make from pressed bone") and other regrettable "Indian" souvenirs made in Japan.⁴ Such activities do not always result even in economic benefits for the Indian family, but may instead impose a form of sweated labour on the wife and children.

4. This unsatisfactory state of affairs has led some to believe that, since the death of true Indian arts is inevitable, Indians should not be encouraged to prolong the existence of arts which at best must be artificial and at worst are degenerate. It is argued that Indian arts emerged naturally from that combination of religious practices and economic and social customs which constituted the culture of the tribe and the region. The impact of the white man with his more advanced civilization and his infinitely superior techniques resulted in the gradual destruction of the Indian way of life. The Indian arts thus survive only as ghosts or shadows of a dead society. They can never, it is said, regain real form or substance. Indians with creative talent should therefore develop it as other Canadians do, and should receive every encouragement for this purpose; but Indian art as such cannot be revived.

5. There is, we believe, general agreement that certain forms of Indian art have disappeared finally with the customs that gave rise to them; and

that the indiscriminate use of totem poles to advertise gasoline stations does nothing either for the cause of the Indian or for the cause of art. This is no reason, however, for not preserving with care the works of the past which have great significance in anthropology and in the history of primitive art.

6. It has, however, been stated to us by a number of groups and persons that Indian art is of much more than historical interest. We have been frequently reminded that Indians by tradition are craftsmen of a very high order; and that to allow their traditional excellence in technique, their taste and originality in design, and their power of adapting their skills to the use of new materials and to the production of new types of articles to die out for want of encouragement would be to do an injury to all Canadians, Indian and white alike.

7. There need be no danger, it seems, of arts becoming stereotyped which in "workmanship and design rank very high in . . . aboriginal arts and crafts".⁵ These arts have for centuries resisted corruption while readily availing themselves of all that the white man could offer in improved tools, materials and even designs. The rapidity and ease with which Indians in the past adopted and used the white man's beads, silks and patterns and made them their own, is well known. Today, we learn, the same process goes on; Indians on Vancouver Island and elsewhere have taken to knitting, using not the designs of the white man, nor even necessarily their own traditional ones. Instead "new traditions are established, portraying flying swallows, deer and similar animals in a new content".⁶ We have other evidences of the sense of design which seems to be common to Indian groups which in other ways differ greatly.

8. We were reminded, however, that the best Indian work can be produced only in certain conditions which now seldom prevail. Some tribes regard certain products as sacred and resent one of their members parting with them even as a gift to a valued friend without a special tribal ritual. Such customs, exceptional though they may be, explain the statement made to us on more than one occasion that Indians do their best work only when it is properly appreciated. Lack of interest on the part of the buyer and the demand for cheap articles have caused that serious degradation in standards of workmanship mentioned to us by certain voluntary groups, especially in British Columbia, which are working to restore them through encouragement and fair prices.

9. It is perhaps reasonable to assume that the present depression in Indian arts which may result in their disappearance may be attributed in part to tendencies which affect all modern societies: the general mechanization of life, the desire for novelty rather than for quality, the tendency to take the easy, slipshod way. But today, white people in Canada, as we have seen, are taking up handicrafts with enthusiasm for a variety of

reasons: to satisfy the almost universal desire to make something, to spend leisure time pleasantly, to earn money. The Indian works with similar motives but is often held back by lack of instruction, advice and encouragement, by the feeling that no one wants his best wares and by difficulties in marketing, especially of fine products which must find a special market.

10. It is these facts which have led voluntary societies to impress upon us the need for help and encouragement. It should be given, it is said, not only for the sake of the Indians but in the interest of all Canadians who are concerned with the lesser arts and crafts. The Indian groups with their ingenuity and taste, their traditional designs, and the special articles which they alone produce, have a valuable contribution to make to this part of Canadian cultural life.

11. Several suggestions were made about the assistance that might be given: co-operation from the National Gallery in preserving and publicizing Indian designs; travelling exhibitions of Indian work; special instruction; and a study of marketing problems for the different kinds of products. There is general agreement that help, though essential, must be given with much care; otherwise it may do harm, rather than good. High standards of quality must be maintained through interest and encouragement. The Indians should be reminded of the value of their own traditions and the beauty of their traditional designs but should be free to work in the form and pattern which they prefer. In these ways they may be persuaded to avoid the slavish copying of novelties which attract them, or which they think may be better only because they come from the white man.

12. It has been suggested that the Indian Affairs Branch be encouraged to look after these matters, and that it be provided with the necessary resources. A number of agents of the Branch are interested and helpful, we were told, but there was a general impression that the Branch as a whole has adopted a somewhat negative attitude. No standardized plan can be laid down, but a flexible programme is needed to encourage Indians to produce their best work; publicity and information are needed to enable other Canadians (already, as we have seen, keenly interested in handicrafts) to understand its value. We have even had a suggestion that a special council reporting to the Cabinet be responsible for this work.

13. "The establishment of a national arts and crafts programme is a basic necessity for the development of Indian welfare."⁷ This brings us to the welfare of arts and crafts in Canada, a subject which was a matter of concern to a number of societies. Indians in Canada are a minority; and for the most part are economically, socially and intellectually depressed. Their formal education is a responsibility of the Indian Affairs Branch, and we heard it proposed that arts and crafts should be an essential part of that education. The *Centre d'Etudes Amérindiennes de l'Université de Montréal*

points out that Indians in Canada have received divided attention from government welfare agencies (which operate paternally) and from agencies such as the National Museum engaged in cultural investigations. It is suggested in this brief that there is need for a Canadian Council of Amerindian Studies and Welfare to consider every aspect of Indian life and to make suggestions for suitable legislation. Certainly these voluntary groups and individuals which have been trying in a small way to do this very thing seem to agree that the Indian can best be integrated into Canadian life if his fellow Canadians learn to know and understand him through his creative work. They have suggested to us that it is no act of patronizing charity to encourage a revival of the activities of those who throughout our history have maintained craftsmanship at the level of an art.

SCHOLARSHIP, SCIENCE AND THE ARTS

A POSTSCRIPT

1. In the postscript to the preceding section, we referred briefly to certain legislative and regulatory restraints which, in the view of many who appeared before us, imposed hardship or vexation on a number of voluntary organizations and on museums and art galleries in Canada. At that place it was suggested that these restraints might usefully be reviewed since so many of the organizations submitting briefs to us seemed convinced that the Federal Government, if not disposed to give positive aid to their activities in the public interest, might at least refrain from making them more difficult.

2. In reviewing the voluminous and authoritative testimony on which this present long and varied section has been based, we find that the scholar, the scientist, the artist, the writer and the publisher feel that they are unnecessarily or unjustly hampered in their work by restrictions imposed by the Federal Government. Thus the *Société des Écrivains Canadiens* and others propose that intellectual workers should be able to deduct from their income tax the amounts which they must spend for books, documents, research work and materials in general which are in effect the tools of their trade. It was pointed out to us also that physicians and lawyers may count their purchases of books as essential expenses of their profession in computing income tax, a concession not permitted to teachers, writers or to scholars generally. We have been told also that there are apparently certain inconsistencies and uncertainties in the manner in which income tax regulations are applied to the funds received by scholars and scientists for fellowships, scholarships and research grants. The Sculptors' Society of Canada suggests that not only war memorials but also public monuments and memorials in general be exempt from sales tax, and that the luxury tax be lifted from the dies and striking of medals made for purposes of award as distinct from medals sold in quantity as jewellery. The Canadian Handicrafts Guild refers to the disability under which hand-craftsmen work in that their products must pay the same tax as that levied on mass produced articles, and thus they claim, there is no incentive to the artist

in jewellery or in metal-work. Musicians also find it hard that they must pay heavy duty and other imposts on orchestral instruments not manufactured in Canada.

3. But it was from the writer and the book-publisher that we heard most on this subject. The Canadian Authors Association proposes that writers be permitted to spread their income from the publication of a book over a longer period than is now permitted.

"If once in a lifetime, a Canadian novelist sells to an American Book Club, he is taxed at a millionaire rate, although for years his income may have been or may in the future be below even subsistence level."¹

The *Académie Canadienne-Française* suggests that expenses incurred in preparing a book be considered as deductible expenses for income tax purposes. The Canadian Writers' Committee points out that book royalties are classified as unearned income and are therefore subject to surtax, and feels that this is not equitable; the Committee also suggests that the sale of motion picture or serial rights should be considered as capital gains, since this income is not recurrent, rather than as part of the yearly income. The fiscal difficulties of book publishers are discussed in some detail in Chapter XV of this Report.

4. On the justice of the various claims we do not venture to pass judgement; they have no doubt been frequently brought to the attention of the departments of government concerned. We might, however, suggest that if, as the creation of this Royal Commission implies, the Federal Government proposes to take a more positive and direct interest in the work of Canadian scholars, writers and artists, it may be appropriate to review the fiscal restraints which many of them appear to find burdensome. We have been particularly impressed with the many representations made to us on the present taxes and tariffs imposed upon the importation and the sale of books in Canada. We found in Newfoundland, for example, some surprise and even resentment that books not published in Canada should be subject to import duties; and in many of our sessions it was suggested to us that a sales tax, however legitimate and essential on consumer goods generally, should not in a well-ordered society be applicable to books which are still, in spite of radio and films, the most important means of enlightenment. We understand that certain classes of text books may be imported without duty; we should welcome an extension of this sensible practice to all books of whatever nature, where this can be done without imposing hardship upon the Canadian book-publishing industry; and we believe that the Federal Government would do an important service to Canadian letters and to Canadian scholarship by abandoning the sales tax on books of every description.

CHAPTER XVI

UNESCO

THE question of Canada's relations to The United Nations Educational, Scientific and Cultural Organization (UNESCO) and the problems of whether and in what form a National Commission for UNESCO should be created have been perhaps the most difficult and complex of the matters assigned to us in our Terms of Reference. In the course of our inquiry we have examined the constitution and the operations of UNESCO and the nature of some thirty National Commissions already established in other countries. We have also made use of the varied and informative comments on UNESCO which have appeared from time to time in periodicals dealing with international affairs. Finally, we have received some seventy briefs from voluntary organizations in Canada dealing with the matter in more or less detail.

2. UNESCO has received enthusiastic support, particularly in democratic countries, for a variety of reasons. UNESCO has as its objective a peaceful world, to be made a reality by peaceful means. These means consist largely in conferences and in international exchanges of all sorts, which appeal strongly to social and intellectual interests. UNESCO not only pursues worthy and exciting aims; it invites even those who do not feel that they are very important to help in achieving them. UNESCO helps to relieve the feeling of frustration of those who know too well the results of war, but cannot comprehend the causes. It is an appeal to the best in democratic idealism; everyone is asked to help a little and is assured that every little helps. One of our witnesses stated his conviction that even in a mass-organized world there is a margin left for individuality and for personal initiative and that UNESCO's function is to bring home to the individual not only his opportunity to serve, but his moral obligation to do so.

3. On the other hand, UNESCO has, we are told, been more widely criticized than any other international agency. The enthusiasm of its promoters, convinced that "wars begin in the minds of men", took the minds of men as UNESCO's area of activity. These terms of reference have proved embarrassingly wide. Beginning modestly with one

hundred and forty-seven projects, UNESCO found it difficult to reject the many subsequent proposals that came in, because, even when these were concerned with such matters as the sterility of cattle at high altitudes, they were not demonstrably irrelevant to the minds of men. This catholicity of enterprise has led to high administrative costs, and the consequent curtailments of the budget have tended to narrow the orbit of operations rather than curtail their central administration. UNESCO is therefore accused of doing much talking, of organizing too many meetings, of making too many plans and of producing too few results.

4. UNESCO is also accused of launching too many undertakings conceived by those who are inclined to equate long words with practical results. The inquiry "into the distinctive character of the various national cultures, ideals and legal systems—with the aim of stimulating the . . . respect of nations for each other's ideals" elicited the harsh comment that there are some national ideals which no one should respect;¹ but the (apparently) resulting project of a UNESCO-sponsored "Scientific and Cultural History of Mankind" goes on. The "inquiry concerning the fundamental concepts of liberty, democracy, law and legality and concerning the influence on ideological controversies of different views of such concepts" came to the conclusion that fortunately all men believed in democracy today but that, unfortunately, they have varying concepts of democracy.²

5. Not all UNESCO's projects are so nebulous, but some of the more popular, such as the "Friendship Flag" and the "International Children's Newspaper", might be regarded even by the benevolent critic as fanciful.

6. UNESCO is criticized moreover, not only because of its soaring projects, but for its somewhat extravagant claims regarding the relevance of these projects to the attainment of peace. A critic who is far from hostile³ points out that literacy, although a necessary preparation to intellectual enlightenment, can be a preliminary to intellectual as well as to political slavery, and has been so in important areas of the modern world. Cultural exchanges, whether of pictures, musicians, actors or ballet dancers, although useful in themselves, do not necessarily resolve political differences. Only a few fanatics had less enjoyment in German or Italian music after 1940 than in earlier years; it will also no doubt be recalled that when in the eighteenth century England and France were engaged in a life and death struggle for colonial supremacy, they had a heartier admiration for each other's cultural achievements than ever before or perhaps since.

7. But the critics of UNESCO go further than these charges of unrealistic projects and of extravagant claims. They question the soundness of UNESCO's philosophic position that "since wars begin in the minds of men", wars will cease on the application of appropriate mental therapy.

Such an assumption, they contend, though superficially attractive, is based on a confusion between two uses of the word "mind". "Mind" may be used to denote man's whole moral nature or to mean simply his intellect. UNESCO workers, it is suggested, use the word in its first sense in their slogan, but in the second sense in planning their projects. At the Paris Conference of UNESCO, eleven out of twenty-seven speakers proposed to integrate a divided world by bringing the objectivity of the natural sciences to bear on social problems. Such pleasant illusions recall the panaceas that will indeed cure almost all those ills that normally cure themselves. "Is it possible . . . to prove scientifically that a society must not sacrifice too much liberty for the sake of security or too much security for the sake of liberty?" The critic answers his own question: even if there is agreement on a rational ideal there will be no automatic agreement on the manner of its application to particular circumstances.⁴

8. There are many who will agree on the superficiality of a philosophy which assumes the "purely rational character of all judgements which men make about each other, about their common life, and finally about the meaning of human existence itself".⁵ In tacit or overt recognition of this superficiality, men have from time immemorial developed religious creeds which cannot be logically or scientifically either proved or disproved. All historic cultures are more or less intimately associated with a religious creed and with a community. Yet the advocates of UNESCO in their optimism not only ignore but almost defy historical fact in their certain expectations of success: "I . . . have faith in the intelligence of men who are becoming aware that, although religions have failed, although states have failed, and political parties have failed . . . violence is an odious weapon . . ."⁶ Thomas Hobbes said much the same thing, but the conclusions he drew thereafter would certainly be repudiated with horror in UNESCO circles. These criticisms point perhaps too harshly at the weaknesses of an organization which in the face of much cynicism and lethargy is striving to revive and to put in the place of extravagant nationalism one of the oldest and finest traditions of western Europe: that mutual understanding and sympathy is a moral obligation laid on all rational beings and that the fulfilment of this obligation can be an important contribution to international goodwill and harmony. In repeating the criticisms we have no thought of ranging ourselves with the cynical and the lethargic. On the contrary we believe with the authority whom we have quoted that an honest recognition of the causes of weakness in this important organization must bring home to every thoughtful person his obligation to give the greatest possible support to this cause.

9. We are particularly grateful to all those who have shown us the value of the practical work done by UNESCO and its usefulness in making men everywhere aware of their international rights and responsibili-

ties. The post-war world and its international organization would be hard to imagine without some agency specially charged with promoting and aiding intellectual and cultural exchanges of every sort. It would be folly to let the exuberant foliage of projects conceal the fruit of their achievements: educational relief to devastated areas, educational missions to backward countries, arrangements for the freer distribution of books, the offices of scientific co-operation, exchange fellowships and a host of other admirable and practical ventures. It is also only fair to recall that the urgent needs of devastated countries, together with the necessity of securing the active co-operation of specialists of all kinds, encouraged the original directors of UNESCO to be hospitable to the many varied plans of great interest to a variety of energetic enthusiasts.

10. For five years UNESCO has been struggling to carry out and make effective projects for which almost any budget would be inadequate; and the claims of its more ardent supporters have done it ill service. Its best friends hope that projects and claims may be reduced to reasonable proportions, and that as a balanced organization it may show a normal growth. A more businesslike administration would dispel much criticism; and a concentration on specific and attainable objectives would attract many friends who may now be repelled. Intellectual and cultural exchanges between Great Britain and France are in themselves an immediate and definite good, even if they do not solve the vexed questions of the moment; and a contribution from Canada to lessen illiteracy in Haiti is good both for Canadians and Haitians even if it does not ensure world peace. Peace, like happiness, is a by-product of efforts directed to other proper ends; and the great advantage of a concentration on immediate and worthy ends is that men of goodwill of all creeds and philosophies can join in them heartily. Another not unimportant advantage is that well-intentioned individuals skilled in arranging intellectual and cultural exchanges to the profit of all concerned will be less likely to bewilder some of their hearers and alienate others by such incomplete statements as: "Genuine agreement and understanding among men is possible because the ideas in men's minds, insofar as they are true ideas, are all aspects of one universal objective, Truth".

11. We have thought it necessary to make these lengthy comments on UNESCO since we have found that Canadians, although generally approaching the matter in a sensible and moderate manner, are somewhat inclined to press for unqualified support for UNESCO as a good thing without attempting to determine what UNESCO does and why. We did notice, occasionally, a rather vague idealism. "UNESCO is to promote peace through understanding". This was a favourite theme. Or in more detail, we noted, and even less precisely: "We feel that UNESCO as an idea is an expression of the latest development in philosophic thought:

I would say, today's philosophic expression of the present position in the long history of the struggle for world peace". On the other hand, there were several implied and one very specific statement that co-operation with UNESCO, although right and proper in all good works, should not be taken as an indication of Canada's acceptance of an anti-Christian or at least of a non-Christian philosophy.

12. There were also very frank admissions from many groups that they did not know as much as they should about UNESCO and that they were not in a position to give either praise or blame. They knew UNESCO as an organization for the peaceable development of peace; they knew that Canada was a member and made a substantial yearly contribution; and they were inclined to regret their lack of knowledge. There were complaints that no orderly means existed for obtaining publications by and about UNESCO, that the responsible department of government did not keep voluntary agencies in touch with what was being done in their fields of interest, and in particular, that civil servants were sent to UNESCO conferences rather than citizens at large who would be able to return and help maintain the "grass roots" contacts to which UNESCO attaches such importance.

13. These complaints were usually climaxed by demands for a National Commission for UNESCO, on the necessity for which the fifty groups appearing before us were almost unanimous. When asked what would be done by a National Commission not now being done in some other way, some replied in very general terms, others made definite proposals.

14. A UNESCO Commission, for instance, could be responsible for disseminating information, especially through a publication service. At present, UNESCO publications are inefficiently distributed and no adequate effort is made by the government department responsible to keep voluntary organizations informed of UNESCO matters. Canadians, we have been told, are no doubt failing to co-operate in many worthy projects for lack of information which a National Commission could give. Interest was expressed by various groups in aid to backward countries, in scholarship projects and in exchanges of learned persons.⁶

15. The most serious inconvenience arising from the lack of a National UNESCO Commission in Canada is apparently felt by those who are interested in the summer conferences and seminars arranged by UNESCO. Educational organizations and libraries showed particular interest in these gatherings and explained very clearly the existing drawbacks. To receive the maximum benefit, delegates should be selected some months (perhaps as much as a year) in advance. Early nomination is necessary in order to find the right person and to give him adequate time for preparation. Moreover, several organizations may be interested in the same conference and may wish to send a joint delegation. This is of particular importance

where funds have to be raised from private sources to meet expenses. In the past, information on conference and seminar plans has often come too late for proper action to be taken. Organizations feel a natural reluctance even to imply a criticism of individuals who, at the last moment, have agreed to represent them, often at some inconvenience. There is no need, however, to labour the point that the present lack of system greatly decreases the value of these important international gatherings to everyone involved; this, to many of our witnesses, seems to be unavoidable.

16. Apart from certain practical advantages which are stated to stem from Canadian participation in UNESCO activities, the establishment of a National Commission for UNESCO was argued on the basis of moral, if not of legal obligations. According to Article VII of the UNESCO Constitution:

"Each Member State shall make such arrangements as suit its particular conditions for the purpose of associating its principal bodies interested in educational, scientific and cultural matters with the work of the organization, preferably by the formation of a National Commission broadly representative of the government and such bodies."⁷

17. According to this article, the only alternative to a National Commission is some other suitable arrangement for "associating its principal bodies engaged in educational, scientific and cultural matters with the work of the organization". Groups appearing before us not only asserted that no such arrangements had been made, but supported with detailed evidence their view that Canada's policy in this matter shows a want of firmness and consistency.

18. The case for the establishment of a National Commission, it seems to us, is expressed clearly and moderately by the Canadian Social Science Research Council:

"It is essential for the vitality of Canada's own intellectual life and for the fullness of her contribution to that of the world that this country shall co-operate whole-heartedly with international efforts to promote education, science and culture. Whatever the shortcomings of UNESCO may be it is already highly important as a channel of communication and has great possibilities as an instrument for promoting understanding and co-operation. Canada should implement her membership as effectively as she can."⁸

19. On the composition of the proposed National Commission we received varying proposals. One organization would like to see a Bureau of Cultural Affairs with UNESCO as one of its concerns. Ten groups suggest a National Arts Board in one form or another which would, more or less directly, perform the functions of a UNESCO National Commission. Six others would like to see one National Commission representing in Canada all United Nations agencies and associated bodies.

These point out that it would be difficult to avoid duplication and overlapping if central organizations were established in Canada for the various agencies of the United Nations. This is particularly likely in Canada where many voluntary organizations have varied interests. Since the Food and Agriculture Organization, the World Health Organization and other agencies contemplate National Commissions in the member states, it would seem prudent to forestall any waste of money and effort by establishing one central clearing house for information and co-operation.

20. In all, eight organizations or individuals proposed separate National Commissions for UNESCO and gave suggestions on their composition and functions. The most elaborate proposals came from two individuals who have had an unusual interest in and experience of the working of UNESCO. This plan proposes a General Assembly of forty-two, meeting once a year, composed of twenty-four representatives of voluntary societies, plus twelve from the appropriate government departments, and six members at large. The Executive Committee of nine is to meet three times a year and to establish special committees. There is to be an ample Secretariat (budget \$75,000) with a General Secretary receiving a salary of \$10,000. Special committees are to be allowed \$10,000 a year; and the total annual budget amounts to \$105,000.

21. Other plans, although less detailed and elaborate, follow in general this pattern: a fairly large body is to meet annually and to be representative of voluntary societies. The problems of relations with the government departments concerned with UNESCO do not receive much attention and the problem of constitutional relations with the provinces in educational matters is largely ignored. Most witnesses seem to prefer the representative commission of the United States and continental countries to the small unspecialized commissions of Great Britain and Australia.

22. We think it proper to conclude this section by repeating that voluntary organizations have shown some lack of critical comprehension of the general aims and methods of UNESCO and that they also are usually vague on matters of detail. This vagueness they frankly admit, but they deplore a governmental policy which they claim has left them in this unfortunate position. The general view in Canada is that UNESCO is doing good work, that Canada should co-operate more fully, and that it is undignified for our country to continue as a quasi-member of this excellent organization.

CHAPTER XVII

THE PROJECTION OF CANADA ABROAD

IGNORANCE of Canada in other countries is very widespread. People in many countries are aware of our material resources, it is true; but our rapid growth as a world state, and our assumption of world responsibilities, have naturally outstripped the knowledge among other nations of Canadian institutions, habits, people, geography, and especially of our subtle and important relationship with the Commonwealth of Nations. It is not unnatural that Canada has been frequently called "the unknown country". Most striking of all is the ignorance of Canada among the people of our nearest neighbour, whose unfamiliarity with our affairs is equalled only by their friendliness. Most Americans probably know Canadians as persons, but few could pass an examination on Canadian institutions. It may be that the many features which the two countries have in common present a difficulty in themselves; similarities can be deceptive.

2. "The Projection of Canada Abroad", the phrase heading this chapter, is of course a metaphor drawn from the cinema and suggests a practice now universal. Nations project themselves on the international screen in various ways. These extend from the daily work of press officers, to what might be called "cultural export" such as the visit of an orchestra or an exhibition of pictures abroad. The division between information and cultural exchanges between states is indeed often blurred; in the following pages we shall deal with both since the projection of Canada abroad through all available channels must be in the nature of a combined operation.

3. All nations now recognize as public responsibilities both the issue of information about themselves and cultural exchanges with other states. Canada is assuming these responsibilities along with her new international importance, and certain departments and agencies of the Federal Government are actively engaged in this task. It is obvious that the Canadian voice is listened to most attentively when the hearer has some familiarity with the Canadian scene and with Canadian achievements. The promotion

abroad of a knowledge of Canada is not a luxury but an obligation, and a more generous policy in this field would have important results, both concrete and intangible. Information about Canada as a nation serves to stimulate our international trade, and to attract tourists and desirable immigrants. In our inquiry, however, we are more concerned with another field. Exchanges with other nations in the fields of the arts and letters will help us to make our reasonable contribution to civilized life, and since these exchanges move in both directions, we ourselves will benefit by what we receive. We are convinced that a sound national life depends on reciprocity in these matters. It has been suggested earlier in this Report that Canada's national character may have been impaired in the past by too frequent recourse to one wealthy source, whence we have taken too much while giving too little. Further consideration leads us to the conclusion that we have neglected our other more distant neighbours, taking little and giving even less.

VOLUNTARY AND LOCAL EFFORTS

4. Canada's cultural relations with other countries were referred to by sixty-four organizations which made representations to us. This interest was a reflection, it seemed to us, of the importance now attached to this subject. It also expressed the belief of citizens that Canadians in this sphere had arrears to make up. Despite the limitations of our official efforts, however, we are not and have not been without exchanges with other countries in information and in cultural activity. Although their work is not normally thought of in this connection, missionaries from Canada to foreign fields for more than two generations have, in the most effective manner, extended the knowledge of Canada abroad as an indirect consequence of their immediate purposes. During recent years, moreover, there have been very considerable exchanges through the printed word, films, pictures and radio and, of course, through travel for business or pleasure or study. These exchanges have developed with the growth of modern commerce and communications. For more specific purposes exchanges are effected through the voluntary efforts of individuals and of organizations with special interests. The exchange of teachers between Canada and Great Britain has gone on for almost thirty years, and in 1951-2 the Canadian Education Association and the provinces will arrange for some fifty-five teachers from Great Britain to exchange posts with Canadian teachers. The *Institut Scientifique Franco-Canadien* has carried on similar exchanges between Canada and France on the university level. The effect of these imaginative ventures over the years must be beneficial to the countries concerned.

5. We have heard from a number of organizations occupied in vary-

ing degrees with cultural exchanges abroad. For example, the Canada Foundation for some years has been serving as an unofficial office of information and, as we observe elsewhere, is in regular correspondence with more than forty countries abroad. The International Student Service, while providing material relief for students abroad, is also concerned with student exchanges. Moreover, its annual summer courses held in Europe provide healthy and stimulating contacts between students and professors of various countries. The Canadian Federation of University Women and others have active international affiliations. A few organizations such as the Imperial Order, Daughters of the Empire, and the Canadian Federation of University Women give scholarships for study abroad as do some of the provinces notably the Province of Quebec which for many years has given generous grants for study in France. Our scientific and learned societies do what they can to maintain associations with their colleagues abroad, and Canada is usually represented at international conferences concerned with such matters as adult education, co-operatives, labour, or women's interests. Some societies in Canada, for example the Canadian Inter-American Association, promote cultural exchanges largely for economic reasons, and business firms of many kinds support similar projects, either independently or in associations.

6. The list of voluntary enterprises must, of course, include the truly heroic efforts of Canadian artists to carry or send their wares abroad. Canadian musicians and lecturers visit the United States, and occasionally manage to journey overseas; and Canadians frequently welcome those from abroad who pay return visits.

GOVERNMENT ACTION

7. All these voluntary activities are, however, trifling in comparison with what Canadians want to do, and with what they think should be done. Moreover, recent years have shown strikingly how inadequate these international contacts are in comparison with Canada's changing place in a changing world. The gap which voluntary and spontaneous effort cannot cover has been partly bridged by government services, to some of which reference has already been made. There is no need here to give details of the essential work of the Department of Trade and Commerce in information services of various kinds. Several other departments or agencies of government, apart from External Affairs to be noticed later, deal with cultural matters. For twenty-five years, beginning with the notable showing at the British Empire Exhibition of 1924-25, the National Gallery has sent Canadian paintings abroad, and has brought those of other countries to Canada. The Gallery also from time to time provides our diplomatic missions with Canadian pictures on extended loan.

8. The most important agency engaged in the task of promoting a knowledge of Canada abroad is the Canadian Broadcasting Corporation, of which the International Service was established in 1944. Its purpose is "to present an honest, objective, colourful picture of Canada and Canadian life, through informative talks, commentaries, news and entertainment programmes".¹ The *Voice of Canada* is now broadcast daily in thirteen languages, including Czech and Russian, and is heard in Europe, the Americas, Australia, New Zealand, South Africa and the South Pacific; mail from the overseas audiences is on the increase, and during this last year more than thirty-seven thousand letters were received from Europe, Central and South America, the Carribean and the South Pacific areas. The programmes consist of informative talks and commentaries about Canada, news and entertainment programmes, including plays and music by Canadians illustrating Canadian life. This International Service is operated by the C.B.C. on behalf of the Government of Canada, and the costs are met by direct appropriations from Parliament. The money which the C.B.C. receives from licence fees or from commercial revenue is not involved. Policies are determined by an advisory committee of the Federal Government, on which the Departments of External Affairs and Trade and Commerce are represented.

9. In addition to the daily programmes transmitted directly, a number of special programmes is transmitted by the International Service; these are then broadcast on ordinary broadcast bands by the national radios of the countries to which these programmes are beamed. These broadcasts are made in Western Germany, in Britain and in France. French radio has been very co-operative in broadcasting Canadian talks as well as plays produced and adapted for French listeners by the International Service of the C.B.C. To encourage an interest in Canadian music abroad, the International Service has also undertaken to produce five albums of the recorded music of eight eminent Canadian musicians. These albums are distributed by Canadian diplomatic missions abroad to foreign radio stations and to interested groups. In October 1949, the International Service conducted a song-writing contest open to all composers living in Canada. More than one thousand songs were entered in the contest by composers in all ten provinces, and nine of these composers were awarded prizes of \$250 each for their entries. The International Service has also made arrangements for radio stations in Holland, Belgium, Pakistan, South Africa and in South America to carry regular programmes of Canadian origin which the International Service of the C.B.C. produces.

10. The National Film Board occupies a particularly important sector on the publicity front. Distribution of Canadian films abroad is carried on through Film Board and government offices, the governments and cultural agencies of other countries, and through commercial channels. At

present forty of our diplomatic and consular posts^{1a} and nineteen trade commissioners' offices distribute Canadian Government films on a non-commercial basis; in addition there are Film Board Centres in London, New York and Chicago. The number of films held by each of our various missions abroad is about two hundred. There has been a steady increase in the showings and in the audiences reached through Canadian offices abroad. The largest single distributing centre among the posts is the office in Sydney, Australia, which arranged, during 1949-50, 4,425 showings with a total attendance of 521,830. Reports from our diplomatic missions reveal the popularity of Canadian films and their importance as an instrument of national publicity. National Film Board films have won recognition in recent years in several international festivals, among them Venice, 1949 and 1950; Brussels, 1949; Edinburgh, 1949; and Cleveland, Ohio, 1949. We have on file warm tributes from many parts of the world to the artistic and technical excellence and to the integrity of National Film Board films.

11. More and more in recent years the Department of External Affairs has found it necessary to add to its own responsibilities in information services abroad the tasks of co-ordinating other information agencies, official and voluntary, and of promoting cultural exchanges. Much of this work has been assumed because of pressure both from within and without the country and for want of any other available agency. Neither the officials concerned nor the public are entirely satisfied with the resulting improvisation. As a preliminary to our recommendations which will be found in Part II, it seems desirable to give here a somewhat detailed picture of the present responsibilities for information and cultural services of the Department of External Affairs; to mention what is being done in this matter by other countries; to give some account of suggestions and comments made to us by various interested voluntary bodies; and finally, to point out what seem to us the principal gaps or deficiencies in our present system.

12. Information and cultural services alike are looked after by the Information Division of the Department of External Affairs. (A separate Press Office is responsible for supplying information to Canadian papers). The official channels of information from the Department to countries abroad are of course the diplomatic missions and consulates. Canada in 1939, apart from the offices of Trade Commissioners, had only six diplomatic posts abroad and no consulates; today we have forty-five diplomatic and consular offices in thirty-four countries.² In addition, Canada maintains Trade Commissioners in nineteen cities abroad where there are no Canadian diplomatic or consular officers. The work has therefore grown enormously in bulk alone, to say nothing of variety.

13. Information is sent to our missions abroad and to other outlets

principally in printed or mimeographed form. Elaborate measures are taken to give complete and accurate news to the press at home and abroad, and to carry to all missions adequate reports of Canadian press news and comment. A daily air mail bulletin goes out to all posts, as well as a weekly bulletin and a printed monthly *External Affairs Bulletin* which is also circulated widely in Canada and abroad. A regular summary of Canadian editorial opinion is also sent to all missions. Special arrangements are made for information services to Washington, New York and to other posts in the United States.

14. Apart from these services, the Department produces in mimeographed or printed form a large amount of material which is sent to posts abroad, to editors, libraries, educational institutions and to various interested persons.³ *Canada from Sea to Sea* is a popular pictorial booklet of which three-quarters of a million copies have been distributed in four languages—English, French, Spanish and Portuguese. A new edition, to include Italian, is contemplated. The principal annual publications are the formal report of the Department and a separate volume entitled *Canada and the United Nations*. A periodical survey of Canadian cultural activities is prepared for missions abroad. This survey gives an interesting and informative commentary on Canadian events and developments in education, the arts, letters and sciences. In addition to all this relatively ephemeral material, the diplomatic posts are equipped with small working reference libraries on Canadian history, economics and politics. This material is supplemented by a service which deals with inquiries coming from Canada and abroad; these run to an average of 1700 a month and form one of the most demanding of the Department's informational activities.

15. Although reliable information must depend largely on written material, the Department is quite aware of the far more important appeals to the ear and to the eye. As we have remarked, two important national agencies, the C.B.C. and the National Film Board, are already engaged in sending information abroad. With both of them External Affairs maintains the closest collaboration. It gives advice and help to the C.B.C. on the material to be produced, as we have said, and its officers abroad are essential to the distribution services of the National Film Board. The Department of External Affairs also purchases on a limited scale silk screen prints from the National Gallery and reproductions of Canadian paintings, and distributes them not only to posts abroad, but to foreign art galleries, schools and clubs.

16. Although the Department, through the means already mentioned, supplies much material to various individuals and institutions abroad with which it maintains direct contacts, the chief information agencies are the diplomatic and consular posts. On their energy and resourcefulness, and on the facilities afforded to them, depends the quality of the work

done in this important field. Special information officers are maintained in London, Paris, Rome, Mexico City, Canberra, Washington and New York; in each of the last two cities there are two information officers. In addition, in London, Paris, Washington and New York are maintained small special staffs whose duty it is to deal with current inquiries, to help all correspondents and writers interested in Canadian affairs, to supply materials to educational and other groups and to follow up, where necessary, references to Canada in the local press or periodicals. In all posts, however, all officials are reminded that it is their constant duty to promote interest in and to give information about Canada. It is understood that the Mission itself should be a Canadian cultural centre. Officers of the Department serving at Canadian missions abroad maintain close relations with the press, through press conferences and other means; moreover, they are frequently called upon to speak at public gatherings large and small. These speeches are of great value as a means of indirect publicity.

17. Compared, however, with what other countries are doing our informational activities seem to be more than modest, even when allowance is made for differences of population. In various services and ministries of government Great Britain employs some two hundred and thirty press and information officers; the United States has almost five hundred; and France, in addition to having at least one officer in every Embassy and Legation responsible for relations with the press, radio and films, has organized more than thirty cultural missions abroad, most of them with a staff of four or five.

18. A further responsibility of the Department must be noticed. This, already referred to, is the duty of co-ordinating various information activities. The Head of the Information Division is chairman of an Inter-Departmental Committee on Canadian Information Abroad. This Committee includes senior officers of the departments most concerned and is able to prevent wasteful duplication and to co-ordinate the policy and the practices of the various Canadian information services.

19. A most important and much discussed problem of co-ordination, however, is that of UNESCO matters, now entirely a responsibility of the Department of External Affairs which not only recommends the delegations to UNESCO Conferences but also performs in some measure the duties of a National Commission for UNESCO in securing the co-operation of voluntary societies and in promoting UNESCO projects in Canada. The question of Canada's relations with UNESCO has aroused much interest, and, we must add, much controversy and criticism; since this is one of the matters which we are instructed specifically to review, we have devoted a separate chapter in this part of our Report to a discussion of this organization, of its principles and practices, and of the conduct of its

affairs in Canada. We mention UNESCO here in order to include it as one important aspect of the whole problem of securing proper exchanges of information with other countries and adequate sympathy and understanding between Canada and all her neighbours near and far.

20. Finally, we must mention the work of the Canadian Government Travel Bureau, the federal agency responsible for promoting the general interests of the tourist industry in Canada. The Bureau, a division of the Department of Resources and Development, has been in operation since 1934; it employs a staff of seventy persons and has an annual budget of about \$1,500,000 of which nearly two thirds is spent in advertising the tourist attractions of Canada in magazines and newspapers in the United States, whence comes more than ninety per cent of Canada's tourist revenues. The Bureau maintains an office in New York City and has a representative in the Canadian Consulate-General in Chicago. During 1950 the Bureau dealt with more than 350,000 separate requests for travel information on Canada, and through more than 1,000 publications in the United States and elsewhere, it provides factual information in an attractive manner on the varied tourist resources of Canada.

THE NEED FOR DEVELOPMENT

21. It is generally agreed by those competent to give informed views that there is room for the development of Canada's information and cultural activities abroad. Many of our posts abroad, even important posts, are still without an information officer. The appointment of additional Canadian press officers in the United States, if they were well selected, would greatly aid in the promotion of a better knowledge of Canada in that country. More printed and mimeographed material is needed and in more languages; material for the use of children and in schools is at present inadequate; and in London there is a need for something to replace *Canada's Weekly*, a useful periodical which has recently ceased publication. Some periodical similar to the *South West Pacific* of the Australian Government has been suggested. Moreover, the limited libraries in the posts should be built up. These at present are largely confined to factual and reference material.

22. It has been represented to us that more films could be used in the posts abroad, and more prints of films now available. In addition, a more effective distribution system is needed. Even the larger missions have no officer specially trained in film work. If the Department were able to extend its staff for this purpose, and to match the \$50,000 allocated in the National Film Board budget for international distribution, much more effective work could be done. An expansion of present services in photographs and other illustrated material is also desirable.

23. All these matters, however, are related largely to information services. The problem which has occupied most of our attention is the development of cultural exchanges. These exchanges are valuable from the political point of view in creating a proper understanding of Canada abroad, but are also important, as we have said, in promoting the normal development of Canadian cultural life. We have heard of the work in this field from various sources, and have been forced to the conclusion that our cultural exchanges are still in an elementary and indeed in almost a non-existent stage.

24. Educational exchanges are perhaps the most common and best known forms and arouse the most general interest; in an earlier chapter we have referred to international exchanges among scientific workers arranged by the National Research Council. Inquiries on this matter from abroad are handled by the Department of External Affairs which endeavours to answer them and keeps in touch for this purpose with various governmental departments, with provincial departments of education and with non-governmental organizations. Unfortunately, the necessary facilities for dealing adequately and promptly with inquiries on Canadian education do not exist. There is no single body responsible for assembling, for example, material on the cost of living for foreign students in Canada, on academic requirements, on the availability of scholarships and professorships, on the qualifications and specialties of particular institutions, and on kindred matters.

25. There are other notable gaps in our provision for educational exchanges. First, although certain individuals and groups and some provincial governments may offer scholarships to students from abroad, Canada officially does nothing in this field. There may have been constitutional reasons for this policy or lack of policy, but to the representatives of other countries a consistently negative reply must seem to be dictated either by excessive modesty about our educational facilities, or by indifference to the benefits thus given and received.

26. The anomaly of the present situation is aggravated by the fact that every year Canadians go abroad in large numbers by means of scholarships granted to them from other countries and by their governments. These we have referred to in some detail in discussing scholarships in Chapter XIII. We need not speak further of American generosity; but perhaps few Canadians are aware of the fact that we also receive scholarships and travel grants from the governments of France, Great Britain, the Argentine, Brazil and Sweden. Two of these countries, however, have mentioned the difficulty of making grants in the absence of any Canadian national organization prepared to take over the responsibility of administration, of selection and of other essentials. The Department of External Affairs is hardly equipped for this function although it

has given all possible help, and has recently enlisted the co-operation of the National Conference of Canadian Universities.

27. The want of any national educational body also limits other educational exchanges such as international seminars, exchanges of professors, and exchanges of students. As mentioned already, the Department of External Affairs has given some assistance in the matter, necessarily limited not only by its want of information and of specially qualified officials, but also by lack of funds for the assistance which may be considered desirable. In this matter there is need for both machinery and money. We have therefore heard with particular interest that for some time now officials of the Canadian Government have had under consideration the possibility of making available part of the blocked Canadian funds in France, Italy and the Netherlands for educational and cultural programmes. If the plan is found to be practicable it would no doubt be possible to send post-graduate Canadian students, teachers and professors to pursue advanced work in at least these three countries in which the largest amounts of Canadian blocked funds are now held. Thought has also been given to the practicability of making possible tours abroad by Canadian artists and speakers, for the financing of exhibitions of Canadian art and for Canadian participation in cultural conferences of a semi-official nature taking place in those countries. The total of the blocked Canadian funds in European countries amounts to a very considerable sum, and we hope that it may be found possible and desirable to use part of the sums available to help finance cultural exchanges which could do much to enhance the reputation of Canada abroad and which would be of great value to Canadian citizens.

28. Lack of money and lack of machinery also hamper general exchanges in the arts, letters and sciences. It is agreed that Canadian paintings, sculpture and books should be sent to missions and offered as gifts to foreign institutions in greater quantities; that exhibitions and displays should be organized for travel abroad; that musicians and lecturers, musical and theatrical companies should be encouraged to make foreign tours; that notable scholars should be enabled to attend international gatherings; and that other countries should be invited to reciprocate by similar visits to Canada. Little or nothing is done in these fields, but not for lack of money alone. If public money were available, it must of course be spent with the greatest care and prudence; but at present, just as we have no one body capable of giving information and advice on educational matters, so we have no national organization competent to speak with knowledge and authority on the increasingly important matter of cultural exchanges. The promotion of international exchanges in the arts, letters and sciences would increase Canadian prestige in other countries. It would give the worker in the creative arts a wide export market and in return would enrich the cultural fare received by Canadians from abroad.

CULTURAL ACTIVITIES OF COMMONWEALTH AND FOREIGN COUNTRIES

29. As already suggested, Canada, in this respect, is out of step with the rest of the world. For good or ill, information and cultural matters are now becoming more and more an essential part of foreign policy. The pace in this matter has in recent years been set by the dictatorships; democratic countries are following their example partly in recognition of changing circumstances which make this activity necessary and desirable in itself, partly because false propaganda can be countered only by the truth effectively and generously disseminated by every practicable means.

Great Britain

30. One country which has taken the lead in these enterprises is Great Britain, formerly the home of laissez-faire philosophy. This has not been a question of party politics; the present policy was initiated before the late war and has been continued as a matter of course by governments of different political complexions. Great Britain today spends over £16 million annually on information and cultural services, of which more than £11 million are allocated to overseas departments.

31. Apart from this provision of funds for information, Great Britain has initiated an interesting experiment in the cultural field which has no counterpart in Canada. This is the British Council. Founded in 1935, it was incorporated in 1940, and is now supported entirely by public funds, to the amount of £2,226,000 in 1950-51. The object of the Council is to extend a knowledge of the English language and of the United Kingdom abroad, and especially to develop closer relations with other members of the Commonwealth. The British Council, it is apparent, is designed to avoid officialdom and to retain, along with government support, a voluntary and spontaneous character in its activities. The Council has 200 members and is assisted by advisory councils. Most of the active work, however, is carried on by an executive committee of thirty, of whom nine are nominated by government departments. Although its expenditures are reviewed by Parliament, it enjoys great independence and is entirely free from political control or interference.

32. The Council's activities are many and varied, in accordance with its general objective, to make the British people known abroad through their cultural activities as seen against their social background. It thus helps to develop sympathy and understanding by getting away from the exclusively political and economic approach of the past. It is organized into divisions of education, science, fine arts, drama, music, and there are divisions dealing with printed matter; it is aided by voluntary committees with functions roughly corresponding to these divisions.

33. The teaching of English is promoted by special training courses at

home and abroad and by scholarships which enable foreign teachers to study in Britain. Visits are arranged in all fields, from craftsmen who come for a three weeks course to internationally known representatives of the arts and science. Every assistance is given to private visitors, to colonial students, and, in London, to all students from overseas. The Council also helps to administer scholarships offered to British students from abroad, and sends out on tour theatrical companies, musicians, lecturers in a wide variety of subjects and, in general, distinguished representatives of every aspect of British cultural achievement.

34. Apart from these exchanges of persons, there is a vigorous circulation to foreign countries of books and periodicals, including a number of Council publications, sheet music and recordings, films, and exhibitions of original work or reproductions in the arts. The Council's own publications touch on many subjects, but particularly on modern developments in science. Distribution is made in various ways, but especially through British Council Centres which are maintained with a few notable exceptions in most countries of the world. One of these exceptions is the United States, another is Canada, which alone among Commonwealth countries has not had a resident British Council representative.

France

35. France has a much longer record of official cultural exchange or cultural exports. Since the great days of the seventeenth century France has taken a justifiable pride in being a centre of light and learning for Europe and for countries beyond the seas. To this tradition France is still faithful, although circumstances may limit some of her activities. Until 1914, this work was done mainly by the Department of Education; between the wars it was taken over by the French Foreign Ministry. The emphasis was on education. French professors were sent abroad to foreign universities, and French lycées and primary schools were established abroad. French Institutes were established in European and other capitals; professors, artists and musicians were sent on tour; and gifts of books were made to institutions abroad.

36. Since 1945 this work has been extended and is now consolidated under a Director General of Cultural Relations. The Institutes are centres, not only for educational activities, but also for the development of a policy whereby French professors, aided sometimes by supplementary grants from the French government, teach in foreign universities. The French lycées abroad operate in the closest co-operation with local educational institutions. Lecturers are sent out with the co-operation of the *Alliance Française*. Exhibitions, ballets, symphony orchestras and individual concert artists go on tour and generous gifts of books are made to universities and libraries.

The United States

37. The United States has only recently inaugurated a definite official policy of cultural exchanges, but much work has been done in this field by voluntary bodies. A considerable number of these organizations receive state aid, and the State Department is now participating directly in various projects. This Department in 1949-50 spent about \$27,000,000 on educational and information projects, and an additional \$6,000,000 in consultation with the Advisory Commission on Educational Exchange. The federal nature of the United States constitution has apparently not impeded educational exchanges. In one recent year 935 students were brought to the country, and 1,891 were sent abroad under various exchange systems.

38. It is not surprising to find that, of the senior scholars sent abroad, most were technical experts. However, in the cultural field the United States Government has established thirty centres in eighteen countries, and sixty-seven libraries and thirty-four reading rooms in sixty countries. A recent development in the field of educational exchanges has been the release of United States assets, frozen in countries abroad, to finance student exchanges. A similar scheme has been under consideration by officials of the Canadian Government, as we have observed.

Other Countries

39. There is no doubt that Canada lags far behind the leaders of the western world in cultural exchanges. A comparison with smaller Commonwealth nations and with other countries comparable in size is more difficult to make. We find, however, that Australia's Department of Information alone, with an annual budget of £351,000 (Australian), maintains news information bureaux in London and New York, and energetically sends out information by radio, films, photographs, (there is an Australian collection of 40,000 in London) books and periodical publications, including three magazines dealing with Australian life, economy and culture. Its short wave division is on the air twenty-two hours a day, and broadcasts in five languages.

40. Smaller countries outside the Commonwealth also have given increasing attention to this matter. Belgium in 1950 spent \$155,937, or 7.7 per cent of the budget of the Foreign Ministry, on cultural activities, through its missions abroad and through Information Centres in New York and London. The Cultural Division of Brazil's Foreign Ministry has an annual budget of \$200,000 and maintains Cultural Institutes in neighbouring Latin-American countries. It also grants one hundred and seventy scholarships to students from abroad, including three from Canada. By means of some sixty cultural agreements with other countries, it promotes exchanges of books, periodicals, exhibitions, artists and lecturers.

Sweden operates through the Swedish Institute for Cultural Relations, composed of one hundred persons, half nominated by the government and half by private organizations. Supported by government and private funds, its aim is to present an accurate view of Sweden and of Swedish life to foreign countries. It works directly, and through branch offices in London, Paris and New York.

VIEWS AND SUGGESTIONS OF CANADIAN VOLUNTARY GROUPS

41. It is apparent, then, that in this important national activity Canada has fallen behind other democratic countries, including some with smaller populations and much more limited resources. Canada's deficiencies in cultural exchanges have not escaped the attention of Canadian voluntary groups which, in commenting on the matter, have stressed the benefits to Canadian artists and scholars, and to Canadian life in general, of more generous official support for cultural exchanges; and these have urged the adoption of a more vigorous policy in our cultural relations with countries abroad.

42. It was suggested to us that diplomatic missions should include cultural attachés. These representatives, it was thought, might serve also as information officers. Moreover, it was proposed, missions abroad should reflect Canadian achievements in art and industry through an appropriate use of Canadian furnishings, pictures, sculpture, music and books. Works of art should be also purchased, we were told, on a generous scale by the Federal Government to be used as gifts to institutions abroad.

43. There were many comments on the importance of facilitating personal exchanges in various ways, in particular by providing financial aid or guarantees to touring musical and dramatic artists, to lecturers and musicians, and to Canadian scholars and scientists who should more frequently attend meetings of learned societies. It was pointed out to us that Canadians who attend these gatherings may deduct their expenses from income tax only when the meeting is held in the United States. Even then these deductions are allowed only to professional men who are able to include them as expenses incurred in their business operations. It was also proposed that financial and other encouragement should be given to international associations wishing to hold meetings in Canada. There were also a number of representations on the importance of international exchanges by means of scholarships.

44. Voluntary societies asked also for more exhibitions of all forms of art. They deplored the lack of any official interest in publicizing and promoting the circulation of Canadian books abroad. Finally two types of cultural centres were suggested. It was thought that libraries, museums,

musical performances, and exhibitions should be organized in our national parks for the benefit of tourists and other visitors and that "Canadian Institutes" should be established in London and Paris.

FACTORS LIMITING CULTURAL EXCHANGES

45. Where there is so much interest in all quarters in promoting cultural exchanges, why has Canada done so little? Three reasons have been suggested. The first, but not the most important, is that necessary parliamentary appropriations are not made. To this we shall refer in Part II. Two other reasons have been advanced, on which we have already touched in this chapter. We have no single national body representing the needs and interests of education and capable of giving information on all aspects of education abroad which are of interest to Canadians. Government departments are therefore hampered by the difficulty of securing even the information necessary for the development of educational exchanges. It is not necessary to add that these departments also need and would welcome the views of representative bodies. These educational bodies do exist in Canada, but all are hampered in their work by lack of central offices and of funds for travel.

46. Similarly, there is no one central body in Canada concerned with a broad understanding of Canada's intellectual and cultural life to which the Department of External Affairs could turn for expert and authoritative guidance. We have already referred to the work of certain organizations which have done much to promote cultural exchanges. We have heard too from groups with limited facilities and from certain eminent Canadian citizens overwhelmed with inquiries and requests coming to them from abroad, often through the Department of External Affairs. As we have shown, they do what they can with their limited resources, but they are fully aware of the inadequacy of their efforts and they are the first to admit that they cannot speak for Canada. The great need, apparently, is for financial support and for consolidation of effort. On these matters we shall make recommendations in Part II of this Report.

CONCLUSION TO PART I

1. In the introductory chapter to this Report, we observed that the agenda of the public sessions which we held in the principal cities of Canada was provided by the organizations and the individuals who, through their interest in what we were doing, submitted briefs and appeared before us to discuss them. A similar observation is applicable to the content of this first part of our Report which we now conclude and in which we have recorded the views of representative organizations and citizens on the matters which we were instructed to consider. We are under no illusion that our account of these various subjects is at all complete; indeed, most of these questions, such as the press, the universities or the creative arts in Canada, could be treated fully only if we were to prepare a long series of volumes, each of them at least equal in length to this entire Report; this, within reasonable limitations of time and economy, we could not do. We do believe, however, that it has been useful to design and to compose this sketch of the Canadian scene in its principal aspects, a sketch which owes its composition to our Terms of Reference and its details to the many hundreds of our fellow-citizens who have made our task possible; we are grateful to them, and we are the richer for this experience.

2. There is a further point which should be mentioned: most of the briefs and most of the interviews came to us from organized societies. We heard little from the citizen who represented no one but himself; this, we suppose, was inevitable, since the substance of the various matters falling within our competence has attracted the organized interest of Canadian citizens. We are, however, struck by the fact that those who appeared before us, whether representing one of the arts, the sciences, labour or the farm, spoke to us primarily as Canadians deeply interested in the entire scope of the vast inquiry which we ventured to undertake; in the hundreds of briefs which we received and in the thousands of pages of evidence which we gathered, we believe we have heard the voice of Canada. We should like to think that we have recorded and reproduced this voice as clearly and as honestly as it came to us throughout our country and from so many of our fellow-citizens.

PART II

INTRODUCTION

THE task assigned to this Royal Commission was conceived by its authors in the Government with imagination and boldness, and this throughout our work we have found stimulating. We have been more and more impressed by the timeliness, indeed by the urgency, of our inquiry. If, at the outset, we were convinced of the importance of what we were to do, as we proceeded this conviction deepened. The work with which we have been entrusted is concerned with nothing less than the spiritual foundations of our national life. Canadian achievement in every field depends mainly on the quality of the Canadian mind and spirit. This quality is determined by what Canadians think, and think about; by the books they read, the pictures they see and the programmes they hear. These things, whether we call them arts and letters or use other words to describe them, we believe to lie at the roots of our life as a nation.

2. They are also the foundations of national unity. We thought it deeply significant to hear repeatedly from representatives of the two Canadian cultures expressions of hope and of confidence that in our common cultivation of the things of the mind, Canadians—French and English-speaking—can find true “Canadianism”. Through this shared confidence we can nurture what we have in common and resist those influences which could impair, and even destroy, our integrity. In our search we have thus been made aware of what can serve our country in a double sense: what can make it great, and what can make it one.

3. In the preceding pages, we sought to present a view of our cultural landscape. We cannot claim that this is a close appraisal; such a subject does not lend itself to statistics even had there been time for such exhaustive methods. The stock-taking, therefore, reveals the brush strokes of an impressionistic painting rather than the precise lines of a blueprint. The subject matter did not lack volume or variety. The materials for this study have been derived from a close examination during a year and a half of the hundreds of briefs and the many volumes of oral evidence heard at our sessions, and of the numerous studies commissioned from

authorities in various fields. The survey covers a wide territory: from the ballet to philosophy, from totem poles to medical research. For all its diversity, however, it will be found to disclose a unity of pattern. In our Terms of Reference appear some words which we have often invoked, and which serve as a *leit-motif* for our Report. Our attention was directed to: “. . . institutions which express national feeling, promote common understanding and add to the variety and richness of Canadian life . . .” Nothing can so well achieve these high purposes as the subjects which we have had under review.

4. But the institutions, the movements, the activities we have examined share something more than a purpose; they suffer in common from lack of nourishment. No appraisal of our intellectual or cultural life can leave one complacent or even content. If modern nations were marshalled in the order of the importance which they assign to those things with which this inquiry is concerned, Canada would be found far from the vanguard; she would even be near the end of the procession. Some of the reasons are suggested in an earlier chapter: vast distances, a scattered population, our youth as a nation, easy dependence on a huge and generous neighbour. But while engaged in these material matters we were confronted with new problems which we share with all modern states. “Unfortunately”, says the author of one of our special studies,

“just as in the western world, we are beginning to understand how deeply our spiritual traditions need guarding, just as we are ready to divert some of our energy from technology for that purpose, our society is being challenged to defend itself against a barbaric empire which puts its faith in salvation by the machine. We are tempted to forget the spiritual necessity in the face of the more present danger.”¹

The tidal wave of technology can be more damaging to us than to countries with older cultural traditions possessing firmer bulwarks against these contemporary perils.

5. It seems to us that two things are essential to restore in Canada the balance between the attention we pay to material achievements and to the other less tangible but more enduring parts of our civilization. The first must be of course the will of our people to enrich and to quicken their cultural and intellectual life; our inquiry has made clear that this will is earnest and widespread among our fellow-citizens. The second essential is money. If we in Canada are to have a more plentiful and better cultural fare, we must pay for it. Good will alone can do little for a starving plant; if the cultural life of Canada is anaemic, it must be nourished, and this will cost money. This is a task for shared effort in all fields of government, federal, provincial and local. We, however, are concerned with the federal field alone; in the rest of this volume we shall

give our views on how the national government may appropriately advance our cultural and intellectual life.

6. If, in Canada, the state is to assume an increasing measure of responsibility in these matters, we shall find ourselves in step with most modern nations. Governmental support of the arts and letters has long been a reality in most countries of the world. Even in Great Britain, so loyal to the voluntary principle, where cultural life was for so long the beneficiary of private wealth, the state has steadily intervened as funds from traditional sources have diminished. But state intervention in Great Britain, as we have pointed out, has left the artist and the writer free and unhampered. British Governments have paid heed to Lord Melbourne's dictum, "God help the minister who meddles in art".

7. The United States remains the one conspicuous exception to the general rule that modern governments are increasingly becoming the principal patrons of the arts. The reason for this is not far to seek. In no other country in the world are there still vast reservoirs of private wealth from which cultural and intellectual life is nourished. The great trusts and foundations existing for these purposes control massive sums in capital and in annual expenditure.² The Americans can, therefore, still afford to leave such matters largely in their hands. Other countries cannot afford to follow their example.

8. It has been our task not only to examine the state of the arts, letters and sciences in Canada, but to give our views on how the Federal Government may aid them. In many countries throughout the world, government assistance has been necessary both in economic and in cultural matters because of the inequalities imposed upon the population by geographical factors; in Canada, a variety of such geographical factors has made government aid in a wide range of matters of particular importance. Much has been done in this country, and much more has been frequently advocated, to ensure that the harsh accidents of distance do not impose inequitable hardships on the shippers or the consumers of certain commodities. It seems to us that the logic and the communal justice which underlie these accepted practices might properly be extended to include the movement throughout Canada of companies of players, of orchestras or of concert artists whose regular and frequent appearances in the great and small communities of Canada are of importance to our well-being as a civilized community.

9. In the following pages will be found a series of recommendations proposing federal action in certain of the matters which we have had under review. These, if accepted, will involve administrative or legislative action, and the use of public funds, both in capital grants and in annual outlay. If all our recommendations were accepted, the total figure might in isolation appear substantial; but in comparison with

the costs of other activities of Government, it would be modest, almost insignificant.

10. The most striking items in governmental budgets today are related to defence. This is a subject rightly high in the thoughts and responsibilities of statesmen. As our task reaches its conclusion and our Report goes to press, we find ourselves working against a darkening horizon in the international world. This may suggest to the citizen that the objects of our recommendations are at the moment irrelevant. Are not tanks more needed than Titian, bombs more important than Bach? It has been said more than once that however important our suggestions may be, their acceptance might well be delayed until the sky is clearer. To answer this, we must ask another question. If we as a nation are concerned with the problem of defence, what, we may ask ourselves, are we defending? We are defending civilization, our share of it, our contribution to it. The things with which our inquiry deals are the elements which give civilization its character and its meaning. It would be paradoxical to defend something which we are unwilling to strengthen and enrich, and which we even allow to decline.

11. It was during the war years in Great Britain that a hunger for the finer things of life had to be appeased by special measures which later became permanent. The Council for the Encouragement of Music and the Arts came into being along with the Home Guard. C.E.M.A., as it was called, was founded to quicken and maintained to satisfy interest in music and drama and pictures. These things were not cherished for their own sake alone; they became in time of war a spiritual weapon. In such times, national morale is of paramount importance. This could perhaps be left to the superficial short-term methods of propaganda, but spiritual strength can be built only on foundations which are laid in time of peace. For this further reason we must strengthen those permanent instruments which give meaning to our unity and make us conscious of the best in our national life. Posters and pep-talks are not enough.

12. The circumstances in which our Report has been finished and presented have given point and urgency to our recommendations. We have, of course, been keenly aware of the practical problems of the moment, and have had them constantly in mind in the preparation of this document. We have reduced our recommendations to the minimum. If we felt obliged to propose a new activity or function, we have urged the establishment of no new body to perform it if one in being could be made to serve the purpose. We have not suggested the erection of a new building if existing premises could possibly be made to provide quarters. Therefore, when we ask for the expenditure of money it is only because we are convinced that nothing less would achieve the end which we assume the Government had in mind when this Royal Commission was appointed. We might properly have gone much further. In this present crisis we

have tried to propose the necessary measures through the simplest and least costly methods; but we have not for a moment lost sight of the paramount importance of strengthening those institutions on which our national morale and our national integrity depend.

13. Our military defences must be made secure; but our cultural defences equally demand national attention; the two cannot be separated. Our recommendations are the least we can suggest in conformity with our duty; more, indeed, should be done. We now proceed to these recommendations.

CHAPTER XVIII

BROADCASTING

RADIO BROADCASTING

OUR Terms of Reference instruct us to consider the principles upon which the policies of radio and television broadcasting in Canada should be based. In Part I we have spoken in some detail of the development of national radio in Canada and of the views both of the public and of the expert on the nature and quality of programmes from national networks and from local stations. We must now consider and recommend a public policy on radio broadcasting designed to ensure for Canadian listeners the best and most appropriate programmes from every point of view.

2. Radio broadcasting is akin to a monopoly. Any man who has the impulse and the means may produce a book, may publish a newspaper or may operate a motion picture theatre, but he may not in the same way operate a radio station. The air-channels are limited in number and normal competition in any air-channel is impossible. Throughout the world these channels are recognized as part of the public domain; and radio stations may operate only with the permission of the state.

3. The state, having the right and the duty of issuing licences, must impose certain conditions on radio broadcasting. There are, it seems to us, two alternative views between which every country must choose. First, radio may be regarded primarily as a means of entertainment, a by-product of the advertising business. Such a view does not imply that it may not be used for education, for enlightenment and for the cultivation of taste; all these bring entertainment to many people. On the other hand, radio, as one of the most powerful means of education, may be regarded as a social influence too potent and too perilous to be ignored by the state which, in modern times, increasingly has assumed responsibility for the welfare of its citizens. This second view of radio operation assumes that this medium of communication is a public trust to be used for the benefit

of society, in the education and the enlightenment as well as for the entertainment of its members.

4. The experience of other nations in the western world in choosing between these views, or in attempting to reconcile them, may be helpful; although the peculiarities of our radio problem, as explained in Part I, seem to preclude any ready-made solution for Canada.

5. The United States has accepted the first view mentioned above and has treated radio primarily as a means of entertainment open to commercial exploitation, limited by the public controls found necessary in all countries. Radio broadcasting in the United States is carried on entirely by private stations. More than half of these are allied with one or other of the four principal national networks. Radio broadcasting, maintained almost entirely by advertising revenue, has become an important industry supporting in 1950 more than three thousand stations and receiving more than \$445 million in gross revenues from the sale of advertising time.

6. The Government of the United States, accepting the general principle that radio frequencies are within the public domain, in 1934 created the Federal Communications Commission, (F.C.C.), appointed by the President and responsible to Congress. The F.C.C. exercises control through its power to license which must be exercised with a view to the "public interest, convenience or necessity". It is specifically prevented from exercising any powers of censorship. A number of policies of the F.C.C. has provoked discussion and opposition in the United States. One consists of regulations designed to control network monopolies. These regulations were upheld by the United States Supreme Court in 1943. Another, at present a subject of controversy, lies in an effort to secure better programmes through the admonitions of the *F.C.C. Bluebook*. The *Bluebook* states in effect that the maintenance of balance through sustaining programmes, the use of local live talent, the discussion of public issues, and the elimination of advertising excesses are important factors in the public service, and that these will be considered when a licence to broadcast is to be issued or renewed. Stations and networks oppose this advice as a form of indirect programme control. The issue has yet to be decided by the Supreme Court of the United States, but it is reported that the *Bluebook* has had a salutary effect on certain radio programmes.

7. Broadcasting in Great Britain is not an advertising industry but a service provided by the British Broadcasting Corporation, a corporation of the state. "The purpose of the B.B.C. is to give the listener a great deal of what he wants and to give him a chance to want other things as well".¹ This Public corporation operates under a licence from the Postmaster-General and is supported by licence fees which in 1949 yielded well over £12 million. Its publications provide an additional revenue of over £1 million. In practice there is no ministerial or governmental

interference with programmes. The Charter of the Corporation is reviewed by a Special Committee appointed for this purpose, and is granted for five year periods; the present Charter comes up for revision in 1951. As this Report goes to press, we have been interested to note that the Broadcasting Committee appointed by the British House of Commons in June of 1949 has in its Report which was made public in January of 1951 recommended in general a continuance of the existing system of broadcasting in Great Britain.

8. France, like Great Britain, has a state system of radio broadcasting. This system, however, is not conducted by a corporation but is directed by a General Manager under the authority of the Premier's office. The private stations in existence before the second world war were requisitioned after the liberation. The ultimate aim, apparently not yet entirely practicable, is to provide alternative programmes over the whole of France, and an additional programme in Paris. There is no advertising over the French broadcasting system, and listeners pay licence fees, as in Great Britain.

9. The Australian system bears some resemblance to the Canadian in that there are both public and private stations. The Australian radio broadcasting system was initiated about 1924 when two types of stations were licensed, "B" stations which were purely commercial, and "A" stations which permitted only limited advertising but received support from licence fees. Since then the Postmaster General's Department has taken over all "A" stations. These do not now accept advertising, and broadcast programmes are prepared under the Australian Broadcasting Commission, a board of seven members appointed by the Governor-General. The Commission is supported by a parliamentary grant which is partially recovered through licence fees. Technical services are provided by the Postmaster-General's Department.

10. In 1948 there were in Australia thirty-nine public and one hundred and two private stations. The public stations have adequate service in the well-populated areas, but achieve only a partial coverage inland. In 1948 legislation was passed setting up the Australian Broadcasting Control Board which began its work in the following year. Operating within the Postmaster-General's Department the Board controls, under the Minister, all broadcasting, both programmes and technical matters. Its intended function appears to be to ensure adequate coverage and better programmes throughout the country. It may even, subject to the approval of the Minister, offer financial assistance to commercial stations for the improvement of their programmes. One of the methods by which this is to be done, it seems, is to arrange for programmes of the Australian Broadcasting Commission to be carried by private stations. So far as we have been able to determine, the Australian Broadcasting Control Board

has not yet found it possible to exercise that measure of control over radio programmes in Australia for which it was originally established. It seems correct to say that the present Australian system is still in an experimental stage.

11. Thus, of four leading countries in the western world, the United States alone follows the view that radio broadcasting is primarily an industry; in Great Britain and France it is a public trust; Australia has hesitated between the two views and there the matter has been the occasion of considerable controversy.

12. In Canada, we conceive, the principle that radio broadcasting is a public trust has been followed consistently for twenty years. We have mentioned in Part I the principle advocated by the Aird Report of 1929, which, starting with the proposition that "Canadian radio listeners want Canadian broadcasting", stated that although the enterprise of private broadcasters was providing free entertainment for the benefit of the public, Canadian broadcasting showed an increasing tendency to excessive advertising, importing most of its programmes from outside the country and catering mainly to urban centres. The authors of the Report stressed the importance of complete coverage, of varied programmes including information and education as well as entertainment, of an exchange of programmes between different parts of the country, and, in general, emphasized the necessity of carrying on broadcasting "in the interests of Canadian listeners, and in the national interests of Canada".

13. This analysis of the situation and this statement of principle were followed by recommendations for a broadcasting system owned and controlled by the nation. These recommendations were adopted in the main, and the principles of Canada's system, established by legislation, have been confirmed year after year by ten Special Committees of the House of Commons and by the opinion of disinterested radio listeners. The system recommended by the Aird Commission to the nation has developed into the greatest single agency for national unity, understanding and enlightenment. But, after twenty years, the time has now come for a restatement of the principles of Canadian broadcasting, tacitly accepted for so many years, and also for some account of what it has done for the country.

14. We have already spoken in Part I of the very great importance of radio broadcasting in Canada and we have pointed out that the isolated areas of the country which need it most would not enjoy its benefits except under a national system. As we have suggested in Part I, we believe that the national system has fulfilled the expectations of those who planned it. We think that, despite the inevitable limitations and deficiencies of which we shall have something to say later, it has exceeded all reasonable expectations; it has become, we have found, a source of pride and

gratification to the groups most representative of Canadian listeners; and we can state here that we fully share their feelings.

15. In the early days of broadcasting, Canada was in real danger of cultural annexation to the United States. Action taken on radio broadcasting by governments representing all parties made it possible for her to maintain her cultural identity. Through Canadian radio, however, much more than this has been done. Radio has opened the way to a mutual knowledge and understanding which would have seemed impossible a few years before. Canadians as a people have listened to news of their own country and of the world, have heard public topics discussed by national authorities, have listened to and have participated in discussions of Canadian problems, and have, through radio, been present at great national events. All these things are so obvious today that it is easy to forget what they have meant especially to the many Canadians who live in relative isolation, lacking a daily newspaper and enjoying little contact with the outside world.

16. Canadian sectionalism is not yet a thing of the past, but it is certain that the energetic efforts of the Canadian Broadcasting Corporation in providing special regional programmes and informative talks, and in introducing a great variety of Canadians to their fellow-citizens, have done much to bring us nearer together. From Vancouver Island to Newfoundland and from the Mackenzie River to the border, Canadians have been given a new consciousness of their unity and of their diversity.

17. But national unity and knowledge of our country are not the only ends to be served. These important purposes are also a means to that "peaceful sharing of the things we cherish", in St. Augustine's phrase cited at the beginning of this volume. We are thus further concerned with radio broadcasting in that it can open to all Canadians new sources of delight in arts, letters, music and the drama. Through a fuller understanding and a heightened enjoyment of these things Canadians become better Canadians because their interests are broadened; they achieve greater unity because they enjoy in common more things, and worthier things.

18. This view of the principle or purpose of Canadian radio broadcasting, as we see it, dictates Canadian policy. Other countries may adopt the policy of licensing privately-owned radio stations which depend for revenue on advertising. That such a system may produce excellent programmes is undeniable and many of these from the United States are received and enjoyed by Canadians. But such a system may also produce many programmes which are trivial and commonplace and which debase public taste. In Canada, although not wishing to dispense with plenty of light entertainment, including American entertainment which we import freely, we have been forced by geography and by social and economic conditions to exploit deliberately the more serious possibilities of radio broad-

casting in the interests of Canadian listeners and of the Canadian nation. For this purpose we have developed our own national system, which is different from that of the United States, or of any other country, and which this Commission believes to be admirably suited to our special needs.

19. This system has, however, a striking peculiarity in that it continues the existence within the national system of "private", "commercial" or "community" stations as they are variously styled. The C.B.C. had and still has the right to take over all private stations, and for a time these led a somewhat uneasy existence. It soon appeared, however, that these pioneers in the field of radio broadcasting had made a place for themselves in their own communities and that they could perform important national services. It seemed therefore in the national interest that the C.B.C. should recommend the continuance of their licences and that they should be regarded as an integral part of the national system.

20. We have in Part I described in detail the intricacies of the "Basic" and "Supplementary" stations and the complications of "commercial" and "sustaining" programmes. It is necessary here only to refer to the functions of the privately-owned station. In this broad country we still have inadequate radio coverage; without the supplementary outlets of the private stations many more areas would be deprived of the national programmes of the C.B.C., and could be reached only at great additional public expenditure. Apart from this direct national service, the private stations perform community services which, as they rightly point out, are important to the nation: local advertising is in itself a service of value to the community; local news, information and the promotion of worthy causes are essential services, as many individuals and groups have testified. A third proper function of the local station is the encouragement and development of local talent. As we have stated in Part I, this third function has in general been neglected.

21. Most private stations have prospered within the national system. In addition to their private business many of them have benefited from C.B.C. programmes, both commercial and sustaining. That all have not benefited equally is certainly true. But that private stations have increased greatly in numbers, size and wealth since 1932 is undeniable; and that this increase is at least partly due to their incorporation in the national broadcasting system many of them are prepared to admit.

22. It is perhaps in part the growth in numbers and prosperity of the private stations which has led to their increasing protest about their status. During three years, 1946-48, the total operating revenues of the private stations increased from nearly ten to over fourteen million dollars; during the same period C.B.C. operating revenues rose from nearly six millions to seven and a half millions, little more than half the revenues of the

private broadcasters. The total assets of the latter at the end of 1948 were twenty-seven millions. In three years the number of private stations rose from 88 to 109, and the total capital increased by seven millions, a large part of which appears to have been fresh investment. The assets of the private investors in 1948 were three times as great as the assets of the C.B.C.

23. A similarly increased prosperity no doubt was to some degree responsible for the representations made by the Canadian Association of Broadcasters (C.A.B.) in 1943, 1944, 1946 and 1947, which asked for changes in the broadcasting regulations to recognize the position which the private broadcasters thought to be appropriate to their current role in Canadian radio broadcasting.

24. Later, in September 1949, and again in April 1950, representatives of the C.A.B., which then comprised ninety-three of the one hundred and nineteen private stations, appeared before this Commission to explain their views on Canadian radio broadcasting and on the status of the private stations. Their case briefly is as follows: seventy private stations existed before the establishment of a public system in 1932. They were not specifically abolished by that system; and many new stations have been licensed since. The representatives of the C.A.B. consider, therefore, that the Act may now fairly be interpreted as having established not one exclusive national system, but a new public system, while permitting the continued existence of the private one.

25. The C.A.B., on the basis of this interpretation, protests against the regulation of the private broadcasters by the Board of Governors of the C.B.C., a public corporation which is their commercial rival. Examples of competition were given: on one occasion cited, the C.B.C. is accused of spending \$22,000 in a period of six months to secure local advertising in the district of Toronto. This aggressive competition, it is stated, is evidence at once of the existence in practice of two systems and of the injustice of allowing one of them to control and regulate the other.

26. Regulation of radio broadcasting is carried out chiefly through rules drawn up and enforced by the Board of Governors of the C.B.C. The regulations complained of include the control of network broadcasting, the right to require private station affiliates to reserve time for national programmes, the regulation of advertising practices, and limitations on the use of records and transcriptions. Exception is also taken to rules governing political broadcasts as prescribed by existing legislation. The principal complaint is that the C.B.C., "... is at one and the same time competitor, regulator, prosecutor, jury and judge". Even the benefits derived from C.B.C. commercial and sustaining programmes may be abruptly lost if the C.B.C. chooses to open a high power station in the vicinity.

27. The Canadian Association of Broadcasters states that its members do not complain of unjust or inconsiderate treatment, but on the contrary acknowledges cordial relations with the Board of Governors and with the officials of the C.B.C.; but, they add, "a generous and benign master can scarcely take the place of equal or properly established right". They therefore express the wish that as the Broadcasting Act, in their view, lends itself to two conflicting interpretations (one national system of radio, as distinguished from a public system operating together with a number of privately-owned broadcasting stations) the Act should be clarified; further, that it should be re-written "to provide for the regulation of all radio broadcasting stations, whether C.B.C. owned or privately-owned, by a separate and completely impartial authority not associated in any way with the operation of the Canadian Broadcasting Corporation".

28. This general representation of ninety-three associated stations was supported by operators of twenty stations who appeared individually. Seven other private radio broadcasters supported the present system and advocated no change in principle, one of them remarking, "I am less afraid of the C.B.C. as it exists today than of an unbridled private radio—much less".

29. We wish to acknowledge here the frankness and clarity with which the private broadcasters have presented their views. It must, however, be obvious, from what has already been said, that we cannot agree with their conclusions. We believe that Canadian radio broadcasting legislation contemplates and effectively provides for one national system; that the private stations have been licensed only because they can play a useful part within that system; and that the C.B.C. control of network broadcasting, of the issue and renewal of licences, of advertising and of other matters related to radio broadcasting, is a proper expression of the power of the C.B.C. to exercise control over all radio broadcasting policies and programmes in Canada.

30. The principal grievance of the private broadcasters is based, it seems to us, on a false assumption that broadcasting in Canada is an industry. Broadcasting in Canada, in our view, is a public service directed and controlled in the public interest by a body responsible to Parliament. Private citizens are permitted to engage their capital and their energies in this service, subject to the regulations of this body. That these citizens should be assured of just and equal treatment, that they should enjoy adequate security or compensation for the actual monetary investments they are permitted to make, is apparent. We shall have recommendations to make on this matter later. But that they enjoy any vested right to engage in broadcasting as an industry, or that they have any status except as part of the national broadcasting system, is to us inadmissible.

31. Before 1919, there was in Canada no property interest in any

aspect of radio broadcasting and no citizen's right with regard to broadcasting. From 1919 to 1932, some citizens enjoyed, under licence, the privilege of radio broadcasting. In 1932, the Parliament of Canada, with full jurisdiction over the whole legislative field of radio broadcasting communication, established a commission "to carry on the business of broadcasting" in Canada by a system which contemplated the subordination and final absorption of private stations. In 1936, the C.B.C. was constituted to "carry on a national broadcasting service within the Dominion of Canada". It was given for that purpose the very powers over private stations which are now the subject of complaint. The only status of private broadcasters is as part of the national broadcasting system. They have no civil right to broadcast or any property rights in broadcasting. They have been granted in the national interest a privilege over their fellow-citizens, and they now base their claim for equality with their "business rivals" on the abundant material rewards which they have been able to reap from this privilege. The statement that the Board of Governors of the Canadian Broadcasting Corporation is at once their judge and their business rival implies a view of the national system which has no foundation in law, and which has never been accepted by parliamentary committees or by the general public. The Board of Governors is the national authority under whose direction the private stations exercise their privileges and with whom their arrangements are made.

32. We wish to recognize fully the private stations as important elements within the framework of our national system. We shall be making recommendations designed to remove certain inconsistencies of which they have reasonably complained. But we are resolutely opposed to any compromise of the principle on which the system rests and should rest. Radio has been the greatest single factor in creating and in fostering a sense of national unity. It has enormous powers to debase and to elevate public understanding and public taste. Believing as we do that it is an essential instrument for the promotion of unity and of general education in the nation, we cannot accept any suggestions which would impair the principles on which our present national system is based.

33. This does not mean that we claim perfection for the system or that we are not impressed with the importance of taking every possible measure for the further improvement of programmes. We have had this matter in mind in framing the financial recommendations which follow, and in certain recommendations on programme production. We are, however, convinced that the policies advocated by the private stations must lead to an extension of the commercial tendencies in radio programmes which are already too strong, and which have been the subject of much complaint. We were particularly impressed by the fact that few of the representatives of private stations who appeared before us recognized any public responsibility beyond the provision of acceptable enter-

tainment and community services. The general attitude was that the government might, if it chose, subsidize "cultural programmes" but that the private stations must be left free to pursue their business enterprise subject only to limitations imposed by decency and good taste. We offer no criticism of this frankly commercial attitude; we cite it only as evidence that those who honestly hold these views are not primarily concerned with the national function of radio. Indeed the improvement of national programmes was not urged by the Canadian Association of Broadcasters as a reason for the reorganization of the national system or for any concessions to commercial groups.

34. We have received representations on three important aspects of Canadian radio, and on each of these we have recommendations to make. The first is the manner in which broadcasting in Canada should be controlled and directed. The second is the provision of adequate funds for the operations of the Canadian Broadcasting Corporation. The third is the production of programmes in the national interest and the means by which radio may best serve its national purpose in Canada.

CONTROL AND DIRECTION OF BROADCASTING IN CANADA

A Separate Regulatory Body

35. The chief demand of private broadcasters is that in place of the present system of control exercised by the Board of Governors of the C.B.C., a new and separate body should be set up to regulate all broadcasting in Canada. There is a difference of opinion on the powers which it should exercise. Some suggest that it should have powers equivalent to those of the present Board of Governors; others have in mind something like the Federal Communications Commission of the United States. Others again think that such control might be too irksome, an opinion shared by some American broadcasters.

36. We have considered these proposals and find that they would either divide and destroy, or merely duplicate the present system of national control. Legislation to set up a separate regulatory body would alter the present national system and would result in two independent groups of radio broadcasting stations, one public and one private. The C.B.C. would no longer have the control over all clear channels considered necessary to ensure national coverage. This matter might be arranged but the C.B.C. would still lose the outlets through private stations which are equally necessary for national coverage under existing conditions. Moreover, if the two groups of stations were to be considered as on a parity it would be impossible to refuse network privileges to private broadcasters, with consequences which we shall mention later. A completely separate

body treating public and private radio broadcasting with judicial impartiality could not fail to destroy the present system upon which we depend for national coverage with national programmes.

37. But, it may be argued, such a body would have the power to improve, but not to destroy. It could concern itself with the programmes of public and of private stations and strive for the improvement of both in the public interest. The theory may sound plausible, but we doubt whether it would be effective in practice.

38. It is true, as we have observed, that the Federal Communications Commission in the United States is trying to raise the level of programmes by promulgating principles of good broadcasting. Three facts, however, should be noticed. First, the principles themselves are fairly obvious and reflect the prevailing standards. Second, pressure is brought on stations to improve their own programmes, not by detailed instructions but by the implied threat of the non-renewal of their licence if the programmes do not reach a certain unspecified standard. Such a sanction obviously can be applied only in rather glaring cases. The present Canadian system allows and even encourages a House of Commons Committee to bring much more direct and effective pressure to bear on the C.B.C. every year or two. Third, the enforcement of minimum standards in the manner just explained, although it might improve the less desirable programmes of private stations, could do nothing for those of the C.B.C. The public quite properly requires a higher standard for public than for private programmes. But as the completely separate regulatory body contemplated must treat all alike, its activities might well have the effect of reconciling the C.B.C. to relatively low commercial standards rather than of raising the programmes of both the C.B.C. and of private stations to a higher level.

39. It is conceivable that some who might favour a separate regulatory body assume that such an authority would have the duty of securing the necessary channels and sufficient outlets for national sustaining programmes. Such an arrangement would be completely inconsistent with the notion of a separate regulatory body holding the balance between public and private stations. The regulatory power would then become merely an agent for the C.B.C. in securing coverage for national programmes. It would, in fact, parallel in power and responsibility the present Board of Governors of the C.B.C.

40. We must return then to the statement that a new regulatory body would either destroy or duplicate the present national system of control. If the national system were not to be destroyed, a separate body could do only what the present Board of Governors is supposed to do. If it did not mark the end of the national system it could not possibly be "the separate and completely impartial body not connected in any way with the C.B.C." which the C.A.B. has requested.

41. We have no evidence that the present Board of Governors has used its powers harshly or unjustly. If it had done so, the proper remedy would be an improved Board rather than a second one. However, we are strongly of the opinion that in view of the place occupied by radio broadcasting in the life of the nation, and particularly because of the new and even disturbing possibilities of television broadcasting, no effort should be spared to make the Board of Governors of the C.B.C. as effective as possible. It should be large enough to be fully representative of the country as a whole; and it should be composed of persons fully qualified by knowledge, experience and interests not only to maintain but to advance the present standards of radio broadcasting in Canada whether national or local. We feel very strongly the importance of retaining for the Board the services of qualified persons who are free to devote the necessary time and thought to these grave responsibilities.

We therefore recommend:

- a. That the grant of the privilege of radio broadcasting in Canada continue to be under the control of the National Government; that the control of the national broadcasting system continue to be vested in a single body responsible to Parliament; that the Canadian Broadcasting Corporation as now constituted be that authority and continue to provide directly by its operations and indirectly by its control of the operations of others a national radio broadcasting service free from partisan influence.*
- b. That the present Board of Governors be enlarged in order to make it more widely representative.*

Private Networks

42. We have also received from individual broadcasters, and from the British Columbia Association of Broadcasters, a request for the removal of restrictions on private networks, a request not formally made by the national body, the Canadian Association of Broadcasters. At present, private stations may receive special permission to form local networks only, and a very few are permitted to have affiliations with American networks; but the general principle is maintained that the private station be operated only for local services and as an outlet for national programmes.

43. The private stations argue that unrestricted network privileges would avoid wasteful duplication of programmes; would promote regional unity, and would make possible better programmes and more use of local talent. Their reply to any suggestion that their programmes are inadequate has usually been that the denial of network privileges reduces their revenue and consequently impairs the quality of their programmes.

44. Obviously, the formation of networks leads to economy of operation, and therefore, in theory, to better programmes. We have observed, however, that some of the wealthiest of the private stations have the lowest standard in programmes, and show serious neglect of their obligations as parts of the national system. The representative of one station remarked that the best thing that could be done for Canadian culture would be to draw heavily on "the fastest rising culture in the world—that of the U.S.A." Although we cannot believe that this speaker represented the views of the owners of most private stations, we do believe that any networks of private stations in Canada would inevitably become small parts of American systems.

45. There are, however, two other important factors to be considered. One is that the formation of networks would involve the withdrawal of local stations as outlets for national programmes and would therefore (as we have just stated in another connection) disrupt the present system of national coverage. The second is that the formation of private-station networks would bring them into commercial competition with the C.B.C. in the national field with the same consequences as private broadcasters have found so objectionable in the local field.

46. The general effect of private network broadcasting would, we believe, be the same as that of a separate regulatory body. It would destroy the national system.

We therefore recommend:

- c. That no private radio broadcasting station operate in Canada as part of a network without the permission of the Canadian Broadcasting Corporation.*

Procedure of the Board of Governors and a Right of Appeal

47. In the interests of the national system and of the country as a whole, we recommend rejection of the demands by private broadcasters for a separate regulatory body and for the privilege of forming private networks. At the same time we recognize the important role of the private stations, both past and present, in Canadian broadcasting; and we consider it particularly desirable that persons engaged in an essential national service should have the full assurance of justice which, is, indeed, the right of every Canadian citizen. At present, when the Board of Governors contemplates the recommendation of the suspension of a licence or a change in the regulations, the private stations receive notice of the matter and are given the opportunity to be heard in person or by counsel, and at a public session if they so desire. These concessions are granted as

privileges. Considerations of justice suggest that they be recognized fully as rights.

48. Under the present legislation there is no provision for appeal from the decisions of the Board of Governors of the C.B.C. It is true that in some matters, the final decision rests with the Minister of Transport or with the Governor in Council and that in general the C.B.C. must report to Parliament and answer for its acts to Special Committees when established. But with these exceptions, there is no right or procedure of appeal and the decisions of the Board of Governors are final.

49. We think that there should be some right of appeal. On the one hand, the right should not disturb the C.B.C.'s control of and responsibility for Canadian broadcasting. On the other, it should provide a means whereby substantial injustice could be redressed. We do not wish to limit the existing power of the C.B.C. to regulate broadcasting in Canada, but we feel that the honest and impartial administration of its regulations should be guaranteed by the right of appeal to a Federal Court by persons directly and adversely affected by final decisions of the Board of Governors under those regulations.

We therefore recommend:

- d. That persons engaged in radio broadcasting in Canada be granted the right to notice of consideration by the Board of Governors of the Canadian Broadcasting Corporation of matters directly affecting them; the right to full opportunity to be heard in such matters in person or by counsel, and to a public hearing on request.*
- e. That persons engaged in radio broadcasting in Canada directly and adversely affected by a final decision of the Board of Governors of the Canadian Broadcasting Corporation on any matter in which this Board has final authority be granted the right of appeal to a Federal Court against substantial miscarriage of justice.*

Security of Tenure

50. Apart from particular grievances which may arise, and for which there should be the right of appeal, the private stations complain of a permanent hardship in the uncertain tenure of their licences. This situation is a relic of the early period of national radio when it was thought desirable for the nation to assume as soon as possible direct control and ownership of all radio stations. At one time, in accordance with this policy, private commercial broadcasting licences ran for one year only. They now run for three years, subject to the observance of regulations. Canadian broadcasting acts and the regulations based upon them are not

clear or consistent about the cancellation of licences; but there are certain provisions designed to give wide powers to the Minister to cancel licences and to the C.B.C. to suspend them for three months. The private stations complain of what seems to them a power unnecessarily absolute and arbitrary; but we have had no evidence of any positive hardship suffered.

51. It seems to us desirable that the licences of private stations should not be subject even in theory to the possibility of sudden and arbitrary cancellation. A longer term of these licences would be in the interests of good broadcasting. A licensee should feel that the licence confers a privilege which may be enjoyed for its full term by a law-abiding citizen.

We therefore recommend:

- f. That licences for private commercial radio broadcasting stations continue to be non-transferable and to confer no property right but that in future they be granted for a term of five years subject to cancellation for non-observance of clearly defined conditions.*

Local Advertising

52. The private stations have also brought to our attention the policy pursued by the Board of Governors in accepting and even in soliciting local commercial business for stations under its direct control. This policy has been dictated by the financial problems of the Canadian Broadcasting Corporation. The practice does however encroach on the field normally assigned to the private stations in the national system. Although we have shown that the statement that "the C.B.C. should not regulate its competitors" involves a misunderstanding of broadcasting in Canada, we are convinced that this kind of competition within the national system is not in the public interest.

We therefore recommend:

- g. That in future the Canadian Broadcasting Corporation refuse all local commercial business for those stations which it operates directly, except in places where advertising service from private stations is not available.*

National Advertising

53. The further suggestion has been made to us that the stations under the direct control of the C.B.C. should not accept commercial business at all. This proposal came not only from operators of private stations who feel that advertising is their business, but from listeners everywhere who

dislike advertising and who take particular exception to certain C.B.C. commercial programmes which they think unworthy of a national broadcasting system.

54. There are, however, various reasons which make impracticable the entire elimination of advertising from the national networks. First, it would deprive the Canadian advertiser of his national audience. Second, more than two million dollars a year of advertising revenue which now helps to provide network broadcasting would be lost to the C.B.C., since it must not be forgotten that the C.B.C. is dependent in part on commercial revenue and hence sustaining programmes are partly financed from that source. To eliminate commercial programmes would necessitate additional expense to provide sustaining programmes to replace them. Third, many commercial programmes are good in themselves and are popular with Canadian audiences. Moreover, through the goodwill created by commercial relations some excellent and irreplaceable American sustaining programmes are made available to Canadian listeners through the C.B.C.

55. It is to be feared that, desirable as it may be in theory to remove commercial broadcasting from the national networks, in practice the result would be not to raise but to lower the standard of programmes and to divert many Canadian listeners from Canadian to American stations. So long as Canada's neighbour maintains a commercial radio system, Canadian radio can never be completely non-commercial.

56. But the national system must not become dependent on commercial revenue. If the Board of Governors accepts certain programmes only or even chiefly for revenue, we are selling out our national system. It is not suggested that this has yet happened, but it is clear that lack of revenue is making it difficult for the Board of Governors to exercise effective control over the content of its programmes.

We therefore recommend:

- h. That the Board of Governors of the Canadian Broadcasting Corporation refuse all commercial programmes not acceptable in content and that they consider the possibility of eliminating some of the less desirable commercial programmes now carried, and of replacing them by programmes more appropriate to Canadian listeners.*

Revision of Regulations

57. We have heard many comments from the private stations on the regulations under which they operate. In order to understand clearly the method of control and direction now practised in the national system,

we carefully investigated all existing regulations, and requested comments on them from the Board of Governors of the C.B.C., and from the organized private stations. This investigation revealed that some of the regulations are obsolete and that others are ignored with impunity by all stations, public and private.

We therefore recommend:

- i. *That the Board of Governors of the Canadian Broadcasting Corporation make a careful study of its by-laws and regulations with a view to rescinding or amending those no longer applicable to existing radio broadcasting conditions.*

58. The questions of the control of radio broadcasting stations by newspapers, of multiple ownership of broadcasting stations, and of the management of a number of stations by a single group of professional managers, have been discussed before us. While we think that these monopolistic practices may be potentially dangerous, we believe that so long as the integrity of the present national system of broadcasting is maintained any possible abuse could be effectively controlled. At present forty-one stations are owned in whole or in part by newspaper interests, but we have had no evidence of any abuse of power as a result.

59. A quite different aspect of the relations between newspapers and broadcasting was brought to our attention by a delegation from the Canadian Daily Newspapers Association at our sessions in Toronto. The Newspapers Association made vigorous representations to us on the new method of newspaper production known as facsimile. This new device, as we noticed earlier in Chapter V, makes it possible for the contents of a newspaper to be broadcast from a central point and printed by a radio-electronic device within the homes of subscribers. The delegates of the Newspapers Association stated that presumably this new method would come under the laws governing radio broadcasting in Canada; this would mean that publishers of newspapers in facsimile would be automatically subject to the regulations of the Canadian Broadcasting Corporation including, for example, the regulations imposing restrictions on political broadcasts, on advertising and on "programme" content. The possibility of such a situation, we gathered, is particularly odious to newspapermen who are deeply concerned with the traditional independence of the press. It seems apparent to us, nonetheless, that some regulation governing facsimile broadcasting might become necessary so that channels would be assigned in an orderly manner to avoid interference. The problem in our view can thus be stated: how can full liberty be assured to this new form of newspaper production without doing violence to the national broadcasting system? It seems evident that since facsimile would occupy certain

channels of the broadcasting spectrum it must necessarily come under the technical authority of the appropriate government department. Even with the limited knowledge of this new device at our disposal, we can see many grave objections to imposing upon it the limitations necessary for radio broadcasting but inapplicable to the press. It would seem to us both desirable and practicable to ensure that the potential development of facsimile take place in an orderly manner and that at the same time the traditional freedom of the press be left unimpaired.

We therefore recommend:

- j. *That in any development of newspaper facsimile broadcasting in Canada, government control be limited to the technical control necessary to ensure that broadcasting channels for this purpose are equitably and efficiently assigned.*

THE FINANCIAL PROBLEM

60. The Board of Governors of the C.B.C. have told us that they are faced with a financial crisis which threatens to disrupt the national broadcasting service. The only way to reconcile rising costs and a stationary income is to reduce expenditures through a reduction in the quantity or quality of service, or both. But the national radio broadcasting service needs expansion and improvement, as we have been informed not only by the C.B.C. but by Canadians everywhere. There is need for more adequate coverage in several parts of the country, for a second French network and for a French station in the Maritimes, for a greater use of Canadian talent, for improved programmes, and, as we have recommended, for the elimination of local advertising and a more selective policy in national advertising.

61. The C.B.C. has stated that in order to maintain services even at their present level it requires about \$3,000,000 a year in addition to its current income of approximately \$7,500,000. For the improvement and extension of its services, it requires another \$2,200,000, making a total annual budget of about \$12,700,000. If all the local and the less desirable national commercial programmes are dropped, the Corporation will require an additional \$1,500,000—some \$14,200,000 in all. This may seem to be a very large annual expenditure, but it represents less than a dollar a year for each Canadian, less than what is paid yearly in Canada for chewing gum. Canadians on an average spend \$7 each year on moving pictures. We see no reason therefore to suppose that they will think that one dollar a year each is an excessive sum to pay for a national service which they greatly value; on the contrary, we have had many demands from listeners that the C.B.C. be granted all necessary funds to develop

and improve its programmes and to increase their Canadian content.

62. We have received a number of specific suggestions on how this should be done. The C.B.C.'s own proposal to raise the licence fee to \$5 is generally unpopular. It was claimed in our sessions that this increased fee would be a hardship to many listeners, and that it would not be readily accepted since there is a widespread impression that the present licence fee is not effectively collected.

63. Many witnesses and correspondents have suggested to us that an improved method of collecting the license fee would provide an immediate, if partial, method of financial relief. The Department of Transport considers that the present method of collection is reasonably effective and thorough. However, if the figures of the Dominion Bureau of Statistics are to be accepted, Canada's three and a half million private receiving sets which should be licensed ought to yield over eight and a half millions a year in licence fees instead of something over five million.

64. Even this sum, however, would clearly fall short of what is needed. We see no solution to the financial problem of the C.B.C. except in additional support from public funds. Some witnesses have even proposed that because all Canadians benefit from the national radio system directly or indirectly, the licence fee be abolished and the entire cost be borne by the taxpayer. This proposal we cannot accept, since we think it proper for the listener to make a direct payment for services received and we believe that he appreciates these services the more for doing so. But we have come to the conclusion that because the C.B.C. serves the nation as a whole, it is reasonable that the revenue required over and above a moderate licence fee be provided from general taxation.

65. There are, however, serious objections to an annual grant to be voted by Parliament. Although other essential government services depend on an annual vote, it is so important to keep the national radio free from the possibility of political influence that its income should not depend annually on direct action by the government of the day. A statutory grant seems to us a more satisfactory method, because it enables the C.B.C. to formulate reasonably long range plans with the confidence that its income will not be decreased over a period of years. A convenient way of providing adequate revenue for the C.B.C. might be to set the necessary revenue for the C.B.C. at a total amount equal to one dollar per head of the Canadian population as determined decennially by the census and estimated each year by the Dominion Bureau of Statistics. This amount, which could be calculated annually, would be the total revenue of the C.B.C. for the year. It would be made up first of net receipts from licence fees, and of commercial and miscellaneous revenue. The balance would be paid to the C.B.C. by the Federal Government out of public money on the authority of the statute. For example, in 1947-48 the statutory revenue

on the basis of the population estimate would have been \$13,549,000. This would have been received by the C.B.C. as follows:

Net Licence Fees	\$5,135,374.65
Commercial Broadcasting	2,217,129.91
Miscellaneous	200,709.24
	<hr/>
	7,553,213.80
Statutory Grant	5,995,786.20
	<hr/>
	13,549,000.00

We therefore recommend:

- k. *That the annual licence fee for radio receiving sets be maintained at its present level, but that a more efficient method of collection be devised.*
- l. *That the total annual income of the Canadian Broadcasting Corporation for all radio broadcasting purposes other than its International Service be set by statute for five years, and that this income be found from licence fees, from commercial and miscellaneous revenue, and from a payment out of public money sufficient to make up the total statutory income.*

PROGRAMMES

Programmes in the National Interest

66. We have in our hearings and in our deliberations spent many hours in discussing the proper methods of governing and of financing the national broadcasting system. These methods, however, are only the administrative and material basis for one of the great forces in our country in promoting Canadian unity and Canadian cultural life. Herein lies, as we see it, our main responsibility as a Royal Commission. We have received in our public hearings many and differing opinions and views on Canadian radio. We think it a particularly successful and useful part of our work that we have been able to elicit these comments on Canadian radio from so many of our fellow citizens.

67. We cannot state too forcefully that our primary interest in broadcasting lies in the kind and quality of programmes broadcast in Canada and in their influence on Canadian life. Our study of problems of control and of finance has been guided by our desire to see maintained and improved the standards of our national programmes. We have recommended

that the present national system be continued because of its achievements in the past and its promise for the future. We do not take it to be our duty to make detailed recommendations for the development and improvement of programmes. Nevertheless it seems to us important to say something of the view suggested in Part I that the distinguished work of the C.B.C. in music and drama does not appear to be equalled in what are known as "talks". This is not surprising. Talks are as a rule less popular than music, drama, news reports and variety entertainment. They occupy a relatively small proportion of programme time, and may easily be dismissed as comparatively unimportant. This attitude, if it exists, seems to us regrettable.

68. Our concern with the radio as a means of national unity and general education has led us to make a somewhat detailed examination of the content of radio talks. We find that a number, including those on the *Wednesday Night* programmes given by distinguished Canadian authorities in their fields, fulfils what seems to us the proper function of the talk on a national network. Of such programmes every Canadian may be proud. Other talks, even some given during important Sunday listening hours, seem to us to fall short of this high standard. On inquiry we learn that speakers with no special knowledge or reputation in their fields may be engaged because they have a natural facility for broadcasting and also, apparently, because the popular approach of the amateur is thought to have a special appeal to the average listener.

69. We think it important to express our dissent from this policy. Through the services of the C.B.C., Canadians have been privileged to listen to speakers on the B.B.C. distinguished in many fields of thought. It is the principle of the B.B.C. that the popular talk should be in quality and authority comparable to the scholarly. In this matter Britain shares the fine tradition of France where even philosophers are expected to make themselves comprehensible to *l'homme moyen raisonnable*. We cannot believe that it is impossible to find in Canada authorities in every field who are capable of living up to this great tradition. It should be a set principle with the C.B.C. that all its talks, even the most popular, should if published be acceptable to the expert and enjoyed by the layman. We see no reason why there should not be ultimately a Canadian equivalent to *The Listener* in Great Britain.

70. We have given serious consideration to possible measures for improvement. We realize that financial stringency may be responsible for the deficiencies which we have noticed. We cannot, however, accept the assumption already mentioned that a natural facility for broadcasting is more important to a radio speaker than recognized competence in his subject. It is possible that the C.B.C. might add to its staff more officials of experience and authority in intellectual matters to assume some direct

responsibility for the planning of talks. Also, there should be, we think, a closer contact between C.B.C. officials and leading Canadians in all fields of intellectual interest.

We therefore recommend:

- m. That the Canadian Broadcasting Corporation provide more adequately in its budget for the department or departments responsible for the talks programmes.*
- n. That the officials of the Canadian Broadcasting Corporation make greater efforts to secure for its talks programmes, popular as well as serious, representative persons of proven ability, knowledge and experience in the subject matter of the talk.*
- o. That the Board of Governors of the Canadian Broadcasting Corporation take into consideration the advisability of appointing national advisory councils on talks, in order that its officials may receive advice on programme policy, and information on programme material.*

Coverage and Programmes of French-Language Stations

71. It has been pointed out to us repeatedly in different parts of Canada that the French-speaking Canadian listener does not receive a broadcasting service equal to that intended for his English-speaking neighbour. Officials of the C.B.C. are aware of this fact and regret it, but they have explained that it is one of the consequences of their financial dilemma. One of the reasons prompting us to recommend greater financial resources for the C.B.C. is the desirability of removing this inequality which is inconsistent with the conception of a national service.

We therefore recommend:

- p. That the Canadian Broadcasting Corporation, as soon as funds are available, proceed with the organization of a second French network and the establishment of a French-speaking broadcasting station to serve French-speaking people in the Maritime Provinces; that it also initiate and carry out plans for a special programme on a French network comparable to the Wednesday Night programme of the Trans-Canada network.*
- q. That the Canadian Broadcasting Corporation take into serious consideration the use of existing French language stations in Western Canada as outlets for national French programmes, by transcription or by some other means.*

Development of Canadian Talent

72. We have already shown in Part I the important part which the national broadcasting system has played and can play in the development of Canadian talent and in the encouragement of Canadian artists. We received many appreciative comments on the consistent work of the C.B.C. in this field. We received also, however, protests against what was described as over-centralization of programme production. In 1948-49 expenditure on artists' fees for programmes produced in Toronto and Montreal amounted to \$1,302,595. In all the rest of Canada it amounted to \$593,236 of which \$261,704 was spent in Vancouver. We are aware that this centralization may be dictated by motives of economy, and therefore, on a limited budget, of good programming. We consider, however, that a national system must keep in mind considerations other than those of convenience or even of financial economy and might well give its own interpretation to the expression "good programming". We have heard with concern the representations of smaller centres that although help may be given to their local talent by invitations to appear on the national network, this aid hardly compensates for the continuous loss of their most promising performers to the two large cities of central Canada. It is presumed that the C.B.C.'s demands for television performers will accentuate this concentration of talent.

73. We have already shown that the development of local talent, which can be undertaken only very partially by the C.B.C., lies decidedly within the responsibilities of private broadcasters who have largely neglected it.

We therefore recommend:

- r. That the Board of Governors of the Canadian Broadcasting Corporation take into serious consideration the further development of radio programmes in points of origination other than Toronto and Montreal.*
- s. That the Board of Governors of the Canadian Broadcasting Corporation investigate ways of ensuring that private radio broadcasters employ more Canadian talent.*

Publicity and Information

74. We stated in Part I that the general ignorance of the Canadian public about the control, the finances and the network outlets of the C.B.C. is as surprising as it is undesirable. We are informed by officials of the C.B.C. that they have hesitated to devote much time on the air to

what might be regarded as self-advertisement. We understand their point of view, but we think that the public should be better informed about the operations of this important national service. The *C.B.C. Times* (*La Semaine à Radio-Canada*) is an excellent publication, but for various reasons its circulation is limited. A proper adherence in practice to the existing official policy of establishing and of working closely with regional advisory councils would serve the double purpose of keeping the public informed of the plans of the C.B.C. and of keeping the C.B.C. aware of the needs and wishes of the public.

We therefore recommend:

- t. *That the Canadian Broadcasting Corporation proceed with the establishment of regional advisory councils to represent the views of listeners.*
- u. *That the C.B.C. Times and La Semaine à Radio-Canada be developed and their distribution encouraged; and that the Canadian Broadcasting Corporation consider other methods including broadcasts of keeping the public informed of its plans and of its methods of operation.*

75. As we have said, we must confine our recommendations to major questions of principle designed to give the C.B.C. the necessary power to carry on its important work, and to those other problems on which specific and objective directives are possible. For the rest, we can state only in general terms, but with conviction, our conception of the function of our Canadian national radio, and the objectives which those responsible for programmes should keep constantly in view.

76. Radio in any democratic country has three main functions: to inform, to educate and to entertain. Information must be given not only with accuracy and impartiality; it must be adequate and interesting, that is, it must be clearly and appropriately presented. Educational programmes must be offered at many levels and for many purposes; to help those who are giving and receiving formal education; to carry on the intellectual development of those whose schooling is over; and to offer such compensation as is possible to those whose formal education was deficient or lacking. We fully believe in the educational importance of radio in a democratic state, where everything depends on the intelligent and well-informed co-operation of the ordinary citizen.

77. Entertainment also has an important place in national radio. Everyone seeks and needs pleasant relaxation; but many amusements are enervating rather than refreshing, and radio entertainment can all too easily fall within this category. It is, we think, the function of the national radio, by patient and bold experimentation, to open to the general public new and

hitherto untried sources of enjoyment. Culture, it is true, cannot be forced on us from above, and nothing is more distasteful than prescribed and regimented amusement. But in an age when we call in the expert to advise us on everything, from the food we should eat to the person we should marry, there is surely no harm in accepting helpful suggestions about music we might enjoy and about plays we might like. And it is the function of national radio in a democratic state to offer helpful suggestions.

78. In Canada radio has a particularly important task. It must offer information, education and entertainment to a diverse and scattered population. It must also develop a sense of national unity between our two main races, and among our various ethnic groups, in spite of a strongly developed regional sense and of the attractions of our engaging and influential southern neighbour.

79. Has our national system performed this function? It has done much; much yet remains to be done. We have already spoken of its contributions to national unity and understanding. We cannot praise too highly its clear, complete and impartial news and information services. We have reported and we agree with the praise given to its school broadcasts. In music and drama and particularly in the *Wednesday Night* experiments, we think that it has shown what may be done in developing new tastes and interests.

80. Obviously, Canadian radio has not yet achieved all that we hope for in a national system. It is still young. It has had to struggle against poverty, inexperience, and the physical obstacles of this difficult country. But, as we have suggested in Part I and have stated here in language as clear and unambiguous as we can command, we are convinced that the existing Canadian system of broadcasting has served the country well in the past and offers the greatest hope of national unity and enlightenment in the future. We urge that the national broadcasting system be given the power and resources sufficient for its great national responsibilities.

TELEVISION

1. We were given the grave responsibility of making recommendations on the principles upon which the policy of Canada should be based in the field of television, this new and unpredictable force in our society. Our recommendations, however, as well as the evidence we bring forward in support of them, can be short and simple. They follow from the fact that the considerations leading us to recommend the continuation of a national system of radio broadcasting seem to us to dictate much more strongly and urgently a similar system in television. Television, like radio, is akin to a monopoly, but its much more limited channels give added importance to a system of co-ordination and control. Like radio it is a valuable instrument of national unity, of education, and of entertainment; how much more valuable it is difficult to say at present, but it promises to be a more popular as well as a more persuasive medium.

2. The position of private stations in Canadian television broadcasting requires special consideration. In radio broadcasting Canada has achieved maximum coverage for national programmes at minimum cost by using some commercial programmes, and by co-ordinating private stations within the national system under the control of the Canadian Broadcasting Corporation. We think the same principles of national control should be applied to television broadcasting but with certain special precautions. It seems apparent that the most difficult problem of television in Canada will be to provide programmes in our remote and thinly populated areas; and television advertising will raise difficult questions. Even in radio broadcasting the programmes of all private stations are likely to suffer from excessive control by the advertising sponsor. Only to a limited degree can the private station operator determine the character of his own programmes. Because of greater capital investment and greater operating costs the unfortunate tendencies of radio broadcasting will be intensified in television. The pressure on uncontrolled private television operators to become mere channels for American commercial material will be almost irresistible. In radio broadcasting, Canada experimented with a purely commercial system before changing to a national system. Such an experiment with the more costly and powerful television would be dangerous. Once television were established in commercial

north-south channels it would be almost impossible to make the expensive changes necessary to link the country by national programmes on east-west lines of communication. Canadians will welcome good American programmes in television as they now do in radio, but as we have been informed, they do not want them at the cost of a Canadian national system, provided that the C.B.C. can make attractive programmes available in the not too distant future. It seems desirable to use appropriate American television programmes, and to make suitable agreements with Canadian private stations. These arrangements, however, should follow and should depend on the organization of a national system of television production and control.

3. It has been stated in Part I that many Canadians believe that in view of the high costs of television, and since it is in a stage of rapid transition as a technique and of experiment as an art, Canada would do well for the next few years to move very slowly, if at all. As has happened so often, however, our neighbour has set the pace. Some 25,000 Canadians now own television receiving sets and the number will no doubt increase very rapidly here just as it has in the United States. It seems necessary, therefore, in our interests, to provide Canadian television programmes with national coverage as soon as possible.

PRINCIPLES OF CONTROL

4. The interim policy of the Canadian government now leaves the Board of Governors of the C.B.C. in control of television broadcasting, authorizes it to open a production centre in Toronto and another in Montreal, to advise the licensing of one private station in any city or area of Canada, and to extend coverage by all practicable means as soon as possible.

5. The principles which underlie this general policy are well calculated to serve the needs and interests of the Canadian people. We do not propose to make detailed recommendations on the policy of development which it is the duty of the Board of Governors with its special knowledge and experience to determine. We understand that the Board is proceeding with the plans laid down in the interim policy announced in March, 1949, and that coverage will be extended as rapidly as possible both through the C.B.C.'s own transmitting stations and by kinescope recordings provided to private stations which may come into being and serve as national outlets. We are, however, much concerned with three matters. One is that television development should not be precipitate, but should be carefully planned to avoid costly experiments which our country can scarcely afford. The second matter is related to the first. In the national interest, the Board of Governors should not yield to pressure to advise

the licensing of any commercial station before it is ready with national programmes which all stations may carry. Finally, we also urge, that since this continent is predominantly English-speaking, such programmes in the French language be produced as will meet the needs and interests of French-speaking Canadians.

We therefore recommend:

- a. *That direction and control of television broadcasting in Canada continue to be vested in the Canadian Broadcasting Corporation.*
- b. *That the Canadian Broadcasting Corporation proceed with plans for the production of television programmes in French and English and for national coverage by kinescope recordings or by any other practicable means.*
- c. *That no private television broadcasting stations be licensed until the Canadian Broadcasting Corporation has available national television programmes and that all private stations be required to serve as outlets for national programmes.*
- d. *That recommendations previously made in connection with radio broadcasting, and numbered a., c., d., e., f., g., h., and p., apply to television broadcasting.*

FINANCES

6. We have said something in Part I of the cost of television coverage. As with radio, costs in Canada for coverage will certainly be unusually high, because of the size of the country and our limited population. Programme costs will also be very high, again for the same reasons. Television, like radio broadcasting, must be in two languages and must appeal to various interests.

7. In the United States the profits of commercial radio have helped to pay the large initial losses of television. Canada's national radio, as we have seen, shows no profits, and is indeed operating at a loss. If licence fees are charged, they may reasonably be higher for television than for radio. The Board of Governors of the C.B.C. suggests ten dollars a year. But licence fees cannot be charged until Canadian programmes are being received; this will involve heavy capital expenditure for equipment as well as the initial programme costs. Under the interim policy, the Government provided a loan of \$4,000,000 for the first year. The Board of Governors of the C.B.C. had asked for a loan of \$5,500,000. We attach the utmost importance to the establishment of a minimum national service as soon as possible. We do not think that the national system

should be imperilled by any proposal that television be supported by commercial revenues alone. Nor do we think that radio programmes should be impoverished for the sake of the new development.

We therefore recommend:

- e. That the finances of the radio and television broadcasting systems of the Canadian Broadcasting Corporation be kept separate.*
- f. That the capital costs of the national television broadcasting system be provided from public money by parliamentary grants.*
- g. That the costs of the national television broadcasting system for programmes and current needs be provided by licence fees on television receiving sets at rates recommended by the Board of Governors of the Canadian Broadcasting Corporation and approved by Parliament, by commercial revenues, and by such statutory grants as may be necessary.*

PROGRAMMES

8. We do not propose to make recommendations on television programmes except in a general way. It has been suggested that television may eventually supersede radio; if this should happen, most of what we have said of radio programmes will apply to television. Again, television may develop and come to concentrate on its more immediately popular capacities such as variety shows, and sports and news actualities, leaving more serious programmes to radio and films. For such television programmes it will be essential to ensure the maintenance of good taste and a suitable and adequate use of Canadian material and Canadian talent. Finally, as many serious observers have suggested, there may and indeed should emerge from television's combined limitations and advantages an entirely new art essentially distinct from both radio and films. We do not think it useful to speculate on these various possibilities; but if a new art is to develop, it seems to us apparent that television producers must have the greatest freedom for experiment in their work and the most favourable working conditions possible.

9. We do, however, consider it essential that the Board of Governors exercise the greatest care to control excessive commercialism and other possible abuses both in its own programmes and in the programmes of private stations. The element of control necessary and now exercised by governments and by producers in radio and in the cinema will be far more important and far more difficult to achieve in the persuasive and subtle medium of television. We think it important also that, as with radio,

the Board of Governors of the C.B.C. endeavour at once to import the best programmes from abroad, while developing so far as possible Canadian talent in Canadian programmes.¹

We therefore recommend:

- h. That the Canadian Broadcasting Corporation exercise a strict control over all television stations in Canada in order to avoid excessive commercialism and to encourage Canadian content and the use of Canadian talent.*
- i. That the whole subject of television broadcasting in Canada be reconsidered by an independent investigating body not later than three years after the commencement of regular Canadian television broadcasting.*

10. There is one additional point which should be noticed but upon which we do not propose to make recommendations. Since television programmes are costly and since national television networks in Canada cannot be expected for some time, it seems probable that extensive use will be made of films in television programmes. We understand that in the United States films occupy about twenty-five per cent of all television broadcasting time, and that this percentage will no doubt increase. It therefore seems apparent to us that in the interests of economy, and in accordance with the implications of accepted broadcasting and film policies in Canada, there must be close co-operation between the National Film Board and the C.B.C. in the production of films and in their diffusion by television. The National Film Board could not possibly produce all the films or even all the sorts of films which the C.B.C. will probably require, even if it were desirable for the Film Board to do so; and it would be regrettable if the Film Board were to become merely or principally a supplier of films for television purposes. But the Film Board can and should act as principal adviser to the C.B.C. on film matters, including their production by private commercial producers and their procurement from abroad, and the C.B.C. in turn, through the use of a proper proportion of National Film Board films, will no doubt be able to extend very greatly the effectiveness of the Film Board's work and Canadian appreciation of it. We can also readily believe that in the broadcasting and filming of events of national importance, whether in politics, the arts or in Canadian life generally, there will be many opportunities for close collaboration between these two important governmental agencies.

CHAPTER XIX

THE NATIONAL FILM BOARD

THE National Film Board, as we have observed in Part I, was organized in 1939 to co-ordinate government film activities, to advise government departments on the production and distribution of films, and to act as an intermediary between government departments and the Government Motion Picture Bureau. The Board was composed of seven members: the Minister of Trade and Commerce as Chairman, three government officials, and three private citizens representative of the country as a whole. The outbreak of war led to a great expansion of Film Board activities, including the taking over of the Government Motion Picture Bureau and its responsibilities for production and distribution. After a period of rapid expansion, in 1946 the budget of the Film Board was drastically cut, and its future place in our national life came up for review.

2. In 1949 the National Film Board was included among the agencies of government upon which this Royal Commission was instructed to make recommendations. On the initiative of the Minister of Resources and Development and of this Commission, the firm of Messrs. J. D. Woods and Gordon of Toronto, management consultants, was commissioned to prepare a report on the organization and on the business administration of the National Film Board. This careful report, and the implementation of some of its recommendations by the National Film Act of 1950, has relieved us of the responsibility for reviewing a number of administrative details, and has left us free to devote ourselves to what seem to us the principal issues, the proper function of the Film Board, and the manner in which the Board can most effectively contribute to the welfare of the nation.

3. The National Film Act of 1950 removes the responsibility of direct participation in the deliberations of the Film Board from Ministers of the Crown, and increases the proportion of members who are not in the government service. The new Board consists of the Film Commissioner as Chairman, and eight others: three are members of the government service

and five are private citizens nominated to represent the different parts of Canada. The Film Commissioner is the chief executive officer of the Board as before; and, as before, the Board operates under the control and direction of a Minister. The function of the Board as defined in the Act is, in general

“to initiate and promote the production and distribution of films in the national interest,” and more particularly “. . . to produce and distribute and to promote the production and distribution of films designed to interpret Canada to Canadians and to other nations . . .” and “. . . to engage in research in film activity and to make available the results thereof to persons engaged in the production of films . . .”¹

4. On these functions and their proper interpretation in relation to Canadian national life and culture, we conceive it to be our duty to report and to make recommendations. As we have stated in Part I, we have received convincing evidence, from many and varied sources, that the work of the Board is in general acceptable to the Canadian people. More than a hundred voluntary societies have expressed their views on Film Board matters to us. Many have offered helpful suggestions and constructive, if occasionally severe, criticisms. There is, however, general agreement that the activities of the Board in the distribution, production, procurement and evaluation of films, and in research and experimental work, should be developed and expanded. These activities, we think, are rightly regarded as an essential service of public information, whether in peace or war; and in time of peace, we believe, the capacities of the Board should be developed so that at all times they may be used with the efficiency, the moderation and the good sense appropriate to a democratic society. Two circumstances stimulate interest in and appreciation of the work of the Film Board today. The first is that the Board has made popular throughout Canada, especially in rural areas, the documentary or educational film; the second is that in a country inundated by foreign films, the Board has demonstrated the immense though undeveloped possibilities of films made in Canada dealing with Canadian life and Canadian achievements. The fact that these films when sent abroad are received with enthusiasm is a further cause of pride to Canadians.

DISTRIBUTION

5. A unique achievement of the Film Board has been the distribution of documentary films throughout this vast country. The nature of this service, its partial disruption after the war, and the improvisations of Film Board employees, working with the willing aid of voluntary societies and interested citizens, have been sketched in Part I. We have observed

that these services, dependent as they are on voluntary co-operation, must be left flexible and free to develop as the public interest requires. Their value is not questioned, although some contend that they could all be left to voluntary effort. We are unable to agree; especially in rural and distant areas, we are convinced that voluntary effort alone would be inadequate. At present these services are limited by two factors. One is the smallness of the field staff, each member of which must be responsible for a very large territory. The other is the limited number of film prints available for distribution. This limitation is an inconvenience and an annoyance to those who must wait months or even years for a desired film, and who even then often receive a print battered and blurred by long and faithful service.

6. There is a widespread, and, we think, a reasonable demand for the maintenance of a distribution service which can adequately serve rural film circuits, film councils and all other interested voluntary organizations. There is an apparent need for the extension of the Board's distribution services, in co-operation with voluntary efforts, to areas of the country such as the Northwest Territories and parts of Newfoundland, which are not covered at present. We have also heard complaints from urban areas that documentary films are poorly advertised and often are not available to many people who wish to see them.

We therefore recommend:

- a. *That the National Film Board be granted funds adequate for the necessary expansion of its field staff and of its distribution activities, and that the present policy of stimulating and complementing voluntary effort be continued.*
- b. *That prints of films distributed by the Board be made available within a reasonable length of time in numbers adequate to meet the demands of urban as well as rural areas.*
- c. *That the National Film Board consider appropriate measures designed to increase the distribution of 35 mm. documentary films through commercial outlets in urban areas and to create new outlets in distant and sparsely settled parts of the country which do not have them.*

EVALUATION AND PROCUREMENT

7. A number of groups and individuals interested in documentary films discussed with us the need for two kinds of service closely connected with distribution. One is the maintenance of a national collection of

films which would be of value not only as an aid to development in the art and technique of the film, but as an historical record. The other consists not in one but in several services planned to make readily available the films appropriate to varied interests and needs. All western countries are now producing films, many of them of great value and interest throughout the western world. If all these films were readily available to Canadians, our own producers could concentrate their time and energy on Canadian films which they alone can produce. For this purpose and to make Canadian films also fully available, three things, we are told, are requisite: complete catalogues and classified lists of all current documentary films whether Canadian or foreign; an evaluation service to appraise films and to advise upon their suitability for specific purposes; a procurement service through which any film, Canadian or foreign, could be purchased easily and promptly. In short, for the proper distribution of the documentary film we need services comparable to those now provided for books by libraries, book reviews and book stores.

8. We do not think it advisable that all these services be performed by the National Film Board. We have learned with interest of the work already done by the National Film Society, by the Film Councils, and by other national and local voluntary bodies, with the help and co-operation of the Film Board. In the Spring of 1950 these bodies united to form a Canadian Film Institute, which has as one of its objects to provide an efficient service in the evaluation and procurement of films. It seems evident, however, that a purely voluntary body will not be able to perform these services without some public aid, direct or indirect..

We therefore recommend:

- d. That responsibility for maintaining a national film collection be left with the National Film Board; that this collection be developed not merely as a record of photographic art and techniques but as an historical record of events of national importance.*
- e. That the National Film Board take measures to establish adequate information, evaluation, lending and procurement services in co-operation with suitable and competent voluntary bodies.*

PRODUCTION

9. We have mentioned as one reason for facilitating the use of foreign documentary films in Canada, that Canadian energies may thus be devoted more fully to films especially suited to Canadian needs, particularly in the portrayal of Canadian life and Canadian art. The value of the film in time of war to provide information and to maintain morale is unques-

tioned. In Part I we have reported that voluntary groups are convinced that films can be equally valuable in time of peace. In a democratic state, national effort in war and national unity in peace are maintained only by the informed conviction of its citizens. No democratic government can afford to neglect at any time a means of public information so far-reaching and so persuasive as the film. The provision and distribution of films by the national government is as little open to question as the issue of the white paper or the blue book.

10. Commercial groups have not questioned the use of films by Government. They have, however, expressed misgivings about the production division of the National Film Board as we have noted in Part I. They have argued that the National Film Board should confine itself to advising on and co-ordinating government film activities. The actual production of government films, in their view, should be entrusted to private producers commissioned and supervised by the Film Board; and the commercial field should be left entirely to the private producer. They object to the operations of the Film Board in still photography on the same grounds. Neither in films nor in still work, it is argued, should an agency be subsidized by the Government to compete with private industry.

11. We are unable to accept these views; and we support fully the policy of production by the Film Board for two reasons. First, film-making is not only a technical craft; it is also a creative art. It is not possible to order films according to exact specifications. A house-painter may be engaged to tint walls a certain shade; but an artist must paint his own picture, and must be left free to work out his own problem. We do not wish to force the analogy, but we believe it to be fair. To act effectively and with knowledge as an advisory, co-ordinating and distributing body, the Film Board must itself produce films. Only in this way can it be aware of the problems and possibilities of the documentary film. It will be remembered that the National Research Council, whose direct research activities are today of vital importance to the nation, began its work as a co-ordinating and subsidizing body.

12. This first reason we believe to be in itself adequate to justify direct production by the National Film Board. But there is a second reason; as we have suggested in Part I, it is doubtful whether existing producers are capable of meeting the growing demand for documentary films dealing with a wide variety of subjects and designed for many different uses. Although we were informed that twenty commercial film companies are operating in Canada, we understand that only a few of these are fully equipped to produce acceptable documentary films. Several of these companies are dependent on facilities provided by the laboratories of the National Film Board. To ensure free and full public information, and to develop not only documentary but all kinds of films, we think it essential

that production by private companies be encouraged. Private production in fact has already been stimulated by the work of the National Film Board which, through its energetic distribution and its imaginative production, has created in this country the large and growing demand for documentary films which private producers now propose should be left to them to exploit. We are convinced that the public interest requires both government and private activity in film production.

13. We are in full agreement with the policy of the Film Board to undertake no commercial production of films for private companies or individuals; and we believe that this policy should be clearly defined and rigidly applied.

We therefore recommend:

- f. That the National Film Board continue its present functions as defined in the Film Act and that it continue to produce such documentary films as will serve the public interest.*
- g. That the National Film Board continue its policy of commissioning films from private producers when this is in the public interest; that it continue and increase its efforts to co-operate with private producers and to encourage private film production in Canada.*
- h. That the National Film Board produce no films for private persons or companies.*
- i. That the National Film Board continue to produce still photographs when this is in the public interest; and that these photographs be made available to the public.*

RESEARCH AND EXPERIMENT

14. The need for facilities in research and experiment is the more apparent in view of the expected requirements of television broadcasting in Canada in the near future. We do not suggest that private producers are incapable of experimental work; they were kind enough to show us some excellent films they had produced. At present, however, only the National Film Board has at its command the equipment and resources necessary for sustained research and experiment. The experimental work of the Film Board has been warmly praised in Canada and abroad. This work must be continued, and this is one of the reasons for our belief that the National Film Board should continue to produce films.

15. We share the pleasure of Canadians in the technical excellence of many National Film Board films, particularly of certain imaginative

fantasies in the form of animations. We should like to stress the importance of the more prosaic but important field of informative and instructional films. It seems to us that in Canada insufficient attention has been paid to the film which teaches not by pictorial or dramatic effects, but by coherent and logical presentation of facts. The choice of subject, the selection of material, and its preparation are difficult matters, requiring the closest co-operation and understanding between those with expert knowledge of the material and those responsible for the artistic and technical production. Only the development of knowledge and of artistry combined can reveal the possibilities of this method of instruction, and give to it its proper place in our intellectual life. In those films where the object is to convey information in a clear and striking form with accuracy and fairness, the subject must determine the manner; facile, theatrical effects have no place.

16. This problem of the instructional film has been brought to our attention; it is well known to the Film Board which has achieved some success in producing films of this nature. We have nothing but praise for many of these efforts and for the intentions of all of them. We believe, however, that progress could be made if a few employees of the Board could be appointed, not for technical knowledge and skill, but for their scholarship, intelligence and imagination, and for their enthusiasm in developing this new medium of information and education. It would be their responsibility to guard the matter, as the producers would guard the manner, of the film. We do not think that occasional expert advice is adequate.

We therefore recommend:

- j. *That the National Film Board continue and develop its research and experimental work in documentary films and especially in films designed for information and instruction.*

FRENCH LANGUAGE FILMS

17. We have been told that French-speaking Canadians (less well-supplied than their English-speaking countrymen who can readily supplement National Film Board films with English language films from the United States) need more and better documentary films. It has also been suggested to us that National Film Board films on French Canada emphasize too much the picturesque, old-world aspects of French Canada to the comparative neglect of contemporary subjects.

We therefore recommend:

- k. That continued attention be given to the production of suitable films produced specifically for French-speaking Canadians.*
- l. That efforts be made to facilitate the evaluation and procurement of more documentary films in French from abroad.*

THE FUNCTION OF THE BOARD

18. The Film Act of 1950 confers wide powers on the Government Film Commissioner with a view to efficient and easy administration. We are aware that orderly, prompt and economical execution of Film Board business is essential; but since it is clearly a part of our duty to represent and to take thought for the intellectual and cultural needs of Canadians, we feel it proper to point out that this arrangement established by the Film Act may in practice put effective control into the hands of the Commissioner and may leave to the Board little real power or responsibility. We are not sure that even the increase of members not in the government service fully guards against this possibility, remote as it now may seem. The effectiveness of the Film Board will be limited unless its members, who represent the citizens of Canada, are able to express clearly and with knowledge the needs and interests of the Canadian people in documentary films. These members share a serious responsibility to the public, and we trust that the Minister and the Film Commissioner will give full attention and weight to their views.

FILM BOARD PREMISES

19. We have observed with anxious concern that the various premises in which the Film Board conducts its operations are cramped, scattered, inconvenient and hazardous. In the interests of economy and efficiency, and in justice to Film Board employees, this deplorable situation should be changed.

We therefore recommend:

- m. That safe and efficient premises be provided without delay for the operations of the National Film Board.*

CHAPTER XX

OTHER FEDERAL INSTITUTIONS

THE NATIONAL GALLERY

IN the brief presented to us by the National Gallery it is stated that an important function of this institution is "the promotion of the interests generally of art in Canada", and further that "a gallery which limits itself to acquisition or exhibition is comparatively ineffective; . . . to such a policy must be linked one of active education and demonstration".¹

2. We are in complete agreement with these views. We have reported in Part I much that we have learned of the work of the Gallery in sending exhibitions of Canadian paintings abroad, in bringing exhibitions from other countries to Canada, and in sending exhibitions from its own collections to other Canadian galleries. We have also mentioned other educational services of the Gallery such as radio talks, films, reproductions and publications.

3. Appreciation of the efforts of the National Gallery, as we have already mentioned, has been offered directly, with warm praise, and indirectly, through requests for more extensive and varied services: exhibitions, lectures and radio talks, films and film strips, reproductions and publications, and an information centre and lending service.

4. We fully appreciate the need for new and extended services from the Gallery. We also sympathize with those who may have suffered inconvenience and disappointment if exhibitions and other services failed to meet their expectations. We have discussed these matters in some detail in Part I, and need only refer to difficulties which must arise when people who do not know one another are trying to co-operate from great distances on a complicated task.

5. The National Gallery has, in fact, been carrying on a great and necessary work for which it has not had the staff, the funds or the facilities. We think that officials of the Gallery and the representatives

of art associations throughout the country are to be highly commended for what they have done, hampered as they have been by serious difficulties and by petty annoyances. We are convinced that means should be provided for the extension and improvement of the Gallery's exhibition and education services. We are also impressed by the need for training those concerned with the care and display of pictures in our smaller centres. We avoid the phrase "trained curators" which implies an instruction not necessarily suitable to the needs of small galleries operating with part-time or voluntary help. At the present time what is needed is some flexible scheme adapted to the various needs of Canadian galleries.

We therefore recommend:

- a. *That the present services of travelling exhibitions organized or sent out by the National Gallery be developed and extended as far as is consistent with the safety of the collections.*
 - b. *That the National Gallery increase its publications and reproductions in order to meet more fully the various needs of the public.*
 - c. *That the National Gallery take into consideration the requests for such educational services as lectures, radio talks, films and film strips, with a view to meeting the public need either through its own staff or in co-operation with other departments and agencies of the Government.*
 - d. *That the National Gallery continue its present scheme of informal instruction in the care and display of pictures; and that it confer with other Canadian galleries on means by which this scheme may be developed and extended.*
 - e. *That for all these important services the necessary increases in funds, staff and facilities be made.*
6. We have dealt first with the extension services of the National Gallery because we found that through them chiefly the Gallery has become known to the people of Canada. Extension services, however, are dependent on an adequate and properly maintained collection of paintings. To maintain and to add to such a collection is the pride of all civilized countries. The acquisition policy of the Gallery is based on two principles: to maintain the collection of Canadian paintings as the largest and most representative in the world; to enrich, when possible, the existing collections of old masters. We have mentioned in Part I the inadequacy of the funds provided for purchases, and we are glad to learn that the appropriation has this year been substantially increased.
7. The Gallery has the responsibility of preserving and restoring its own pictures. For this purpose it maintains a laboratory which also

serves all public galleries in Canada. It is important in the public interest that this service be extended to important paintings in private hands. At present, staff and facilities are so restricted as to make such a service impossible.

We therefore recommend:

- f. That the present appropriation for acquisitions by the National Gallery be maintained and increased when possible.*
- g. That as soon as staff and facilities can be provided, the service for the repair and restoration of pictures be made more widely available.*

8. It is impossible to consider the questions either of extension services or of the maintenance of the National Gallery collections apart from the problem of a Gallery building. At present, barely a third of the Gallery collections can be hung at one time and the rest are kept in storage. The entire collection of Canadian paintings of the two World Wars is stored. We have made elsewhere a recommendation for the ultimate disposition of this collection, but since this recommendation may not go into effect for some time, the Gallery will remain responsible for its safe-keeping, and, as far as possible, for its display. Quarters for the staff are inadequate even for the present Gallery services; it is difficult to contemplate the whole of the generous extension of services which we should like to see, except in premises providing greater space and offering more facilities. We understand that a new building is in contemplation and that funds have been made available for preliminary architectural studies. We consider it most important that an adequate building be constructed as soon as possible.

We therefore recommend:

- h. That as soon as possible the National Gallery be housed in a new building containing adequate facilities for display, storage, circulation of exhibitions, repair and restoration of paintings, and, in addition, for greatly increased extension and education services.*

9. In 1907 the Government appointed an Advisory Arts Council to advise and assist the Minister of Public Works, when requested to do so, in all purchases for the Gallery, and also in other government expenditure for works of art in Ottawa and elsewhere. For about twenty years this Council, which was also responsible for the administration of the Gallery, was occasionally asked for advice on works of art to be commissioned by the Government. This practice has now lapsed. We think it desirable that the Government should request advice from properly qualified persons on such important matters as the public monuments or statues

which may be erected throughout the country, and on works of art such as sculptures and mural paintings which may or ought to be commissioned for government buildings. We understand that since the Act of Parliament which incorporated the National Gallery in 1913 the Advisory Arts Council has had no legal existence, and that its functions (although apparently carried on by the Board of Trustees of the Gallery for a number of years) no longer have any formal authorization.

We therefore recommend:

- i. *That an Order in Council be issued reviving the general advisory functions of the former Advisory Arts Council and vesting them in the Board of Trustees of the National Gallery.*

10. The Act of Parliament incorporating the National Gallery in 1913 created it as an independent institution, reporting to the Crown through the Minister of Public Works but with the right to appoint its own staff and to fix their salaries. For various reasons, notably in order to secure for the employees of the Gallery the status and the superannuation benefits of civil servants, the Gallery has been brought increasingly under the administrative control of the Department of Public Works. As a result, the recommendations of the Board must now be sent to the Minister through the Deputy Minister who receives his appointment for purposes not related to those of an art gallery. Moreover, under the present system, the officials of the Gallery have no direct access to the Treasury Board, and no official of the Gallery may be present when Gallery estimates are considered by the Treasury Board or discussed in Parliament. We think that the present arrangement, which has come about partly through administrative changes subsequent to the incorporation of the Gallery in 1913, is not conducive to the most effective operation of the National Gallery.

We therefore recommend:

- j. *That in future the National Gallery have a status similar to that now accorded to the Public Archives, and that the Director of the Gallery, like the Dominion Archivist, have direct access to the Minister of the department through which the Gallery reports to Parliament.*

11. In view of the close relations which the Gallery must maintain with Canadian artists and with the many organized groups interested in painting, we think it important that the Gallery be fully representative of different parts of the country. For this purpose the present Board of five is clearly inadequate in number.

We therefore recommend:

- k. That the Board of Trustees of the National Gallery be increased to nine members.*

NATIONAL MUSEUMS

Introduction

1. An adequate system of national museums could make a striking contribution to the development of our national life. At present, however, the work of national museums is carried on under the gravest limitations both of space and budget. The one permanent museum building in the capital houses the National Gallery and the Geological Survey as well as the National Museum. We learn that plans have been made to move the Geological Survey, and also that work is in progress preparatory to planning a National Gallery building. The War Museum, however, remains in totally inadequate temporary quarters, and other important collections are scattered and inadequately displayed.

2. We think it right to recommend strongly an adequate and coherent policy on the establishment and maintenance of national museums. We are aware that to undertake to bring Canadian museums rapidly up to the standard which might be expected of a country of Canada's present wealth and resources would involve heavy expenditure. We therefore propose to state the principles of a new and adequate museum policy, to indicate what should be done as soon as possible, and finally to suggest certain temporary expedients for carrying out some of the essentials of the policy as soon as possible without exorbitant expense. We have tried to bear in mind the importance both of making the greatest and most effective use of existing museum collections and of devising ways in which those collections may be made to serve all the people of Canada.

The National Museum

3. The National Museum has in the course of its history taken on a national importance and has assumed national functions although remaining in organization and control the museum of a department. We have already mentioned our sense of the debt owed by the nation to the imagination and energy of this department's officials. We believe, however, that it is now time to revise the organization and to redefine the scope and functions of this institution.

4. The organization of the Museum is no longer entirely appropriate to the functions which it has assumed and which its representatives have suggested should be extended. We have mentioned evidences of a certain ambiguity in its relation to government departments other than its own. A National Museum, we think, should enjoy comparative independence of any department in administrative and budgetary matters and in its general policies. At the same time, in order to maintain a consistent policy, to serve the needs of the country as a whole and to express its national status, the institution should be administered by the Director under the general supervision of a representative Board of Trustees.

5. We have already said something of the rapid extension of activities in the Museum which, founded on the collections of the Geological Survey, has extended itself into the fields of botany, zoology, anthropology, archaeology, and ethnology, the last including folklore and arts and crafts. At the same time in certain directions its activities have been curtailed. Active work in entomology was abandoned many years ago, and most of the collections were transferred to the Department of Agriculture. More recently the Geological Survey has become a separate unit, leaving to the Museum the three active departments of zoology, botany and anthropology.

6. These changes and developments in the activities of the Museum have come about naturally, partly as a result of the development and changes in the work of the Department and partly as a result of the special interests of museum officials who have been permitted a freedom most fruitful in its results. Now, however, when it is necessary to establish a general policy for national museums, and for the most advantageous use of existing museum collections, it is desirable to define more precisely what should be the scope of the present National Museum. One of the suggestions made by the present Director is, we think, most appropriate. The Museum should represent the natural history and the resources of Canada. We believe, however, that for the purposes of the institution "resources" should be taken in its generally accepted meaning and should not be interpreted to include the people of Canada, as was implied in the Museum's brief.

7. It is also important to arrive at a clear definition of the functions of the National Museum. As we have stated earlier, these functions are at present defined as collection, research and publication, exhibition and education, with major emphasis on the first two. We have mentioned the problem of the possibility of duplication in research activities. We have given serious thought to this matter not only because of our duty to make recommendations concerning the National Museum, but because our Terms of Reference require us to consider all the means by which research is aided in Canada. We are aware that in leading museums in

Great Britain, France, the United States and elsewhere, research is given a very important place. We have been informed also that both in Great Britain and the United States museums carry on active research in such fields as botany, although their work may be paralleled and even duplicated in other institutions and in departments of agriculture. We have been reminded, for example, of the parallel operations of Kew Gardens and of the British Museum of Natural History in Great Britain, and of the American Museum of Natural History and the Department of Agriculture in the United States.

8. We have considered these important precedents. We realize too that the staff of a scientific museum must carry on scientific research if the museum is to attract and retain good men. On the other hand, we are impressed by the fact that in many respects Canada's problems are peculiar and that, for these, Canadians must work out their own solutions as, indeed, they have already done in many other fields. We think that museum curators, whether scientists or scholars, should be encouraged to do original work, and should be given the necessary facilities for it. At the same time, we suggest that in view of the extensive research, fundamental, basic and applied, now being done in universities, in the National Research Council, and in government departments, the National Museum should not be regarded primarily as a research institution. In Canada our resources are too small and the area of investigation in natural history alone too vast for the luxury of duplication which may be permissible and even useful in countries with old and well-endowed foundations.

9. We are aware that the danger of duplication which has been brought specifically to our attention during our examination of the National Museum exists in other government agencies. We have offered a general recommendation on this matter elsewhere. As the work of the National Museum is one of our direct responsibilities we think it proper to make here a specific recommendation. The National Museum should, we believe, attend chiefly to the work of exhibition and general education for which it is so well fitted. Here there is a great opportunity for a national institution to serve as a model, a source of inspiration, information and advice to museums throughout the country. We have heard from different sources that Canadians are not sufficiently interested in science, or sufficiently aware of the significance of scientific achievements. There is perhaps no better way of stimulating their interest than by presenting to them in striking fashion the facts of "natural history" which surround them unnoticed. There is, as we have stated, a general demand that the National Museum go out to the people, as does the National Gallery, with more, and more lively, exhibits, travelling exhibitions, lecturers, slides and

displays of all kinds. The work now done in Ottawa is appreciated, but outside Ottawa much more is requested.

We therefore recommend:

- a. *That the existing National Museum of Canada be given adequate space and suitable facilities for the preservation of exhibits, and for their display, and that for this purpose the Geological Survey and the National Gallery be provided as soon as possible with quarters elsewhere thus making the whole of the Victoria Museum building available for museum purposes.*
- b. *That the Museum be provided with adequate funds for these purposes and for general educational services.*
- c. *That until there has been opportunity for a general review of the research activities of various departments and institutions of Government, appropriate precautions be taken to avoid duplication of research in which other agencies of Government are already or are likely to be actively engaged.*
- d. *That the National Museum of Canada remain with the Department of Resources and Development for financial purposes and for its reports to Parliament, but that control of its administration and the direction of its policies be vested in a board of trustees similar to the Board of Trustees of the National Gallery, and that its Director be given a status corresponding to that of the Dominion Archivist.*
- e. *That the Museum be called "The Canadian Museum of Natural History" and the proposed board of trustees ensure that it is adequately representative of Canada's geology, botany, zoology, and in general of the natural resources on which the primary industries of the country are founded.*
- f. *That the proposed board of trustees place increased emphasis on educational and information services through loans, travelling exhibits and travelling lecturers; and that special attention be given to information services and advice to small museums throughout the country.*
- g. *That the board of trustees co-operate with other Canadian Museums either through the Canadian Museums' Association or directly to devise a simple and practicable scheme for the training of museum curators.*

A Canadian Historical Museum

10. We are impressed by the fact that Canada lacks two institutions which are generally considered essential to a civilized people, a National Library and a National Historical Museum. Of the library we speak elsewhere in this Report. On the necessity for an historical museum we can hardly speak too strongly. Our history is written in two languages and this sometimes encourages and preserves unnecessarily divergent interpretations of historical events. Our need is therefore the greater for a suitable display of those records of the past which know no barrier of language and which, by their appeal to our common experiences and emotions, help us to realize that the diverse history of this land of scattered peoples may be in itself a bond of union.

11. There are already assembled in our capital city various collections of historical material, some of them, as in the National Museum, brought together by the diligence of officials busy with many other responsibilities. Earlier in this Report, we noticed that the present National Museum has developed an important anthropological and folklore section and that it has accumulated an important collection of exhibits illustrating the civilizations of Canada's indigenous populations and certain aspects of the culture of the early white settlers. We observed also that in the Public Archives is now preserved a valuable collection of historical exhibits other than manuscripts, that the National Gallery has in its possession a great number of paintings illustrating Canada's part in the two World Wars, and that the Canadian War Museum has, with very meagre resources, collected and preserved an important collection of war exhibits. We are also informed that various departments and agencies of government have in their keeping considerable quantities of historical material; all this we consider should now be gathered together, appropriately classified, and suitably exhibited.

We therefore recommend:

- h. That there be established a new museum to be called "The Canadian Historical Museum"; that its administration and control like that of the National Museum be vested in a board of trustees whose principal duty would be to ensure that the history and development of Canadian peoples from earliest times to the present day are suitably illustrated by appropriate collections of the memorials of our past, apart from manuscripts.*
- i. That as soon as possible an adequate and appropriate building be provided for these collections.*
- j. That until a suitable building can be provided, the historical col-*

lections now in the custody of the Public Archives of Canada be transferred to the quarters in the Victoria Museum building to be vacated by the Geological Survey; that they be combined there with the anthropological and ethnographical collections at present in the National Museum in one unit under a properly qualified director.

- k. That arrangements be made eventually to transfer to the Historical Museum such other collections of historical material now under the control of the Federal Government as may be more suitably housed and displayed in the proposed museum than in their present quarters.*
- l. That when a suitable building is provided for the Historical Museum it take over the collections of the present Canadian War Museum; and that the Board of Trustees of the National Gallery transfer to it such of its pictures and portraits as belong more properly to an historical museum than to an art gallery.*

A Canadian Museum of Science

12. We stated in an earlier chapter of this Report that we have been impressed by various submissions to us urging the establishment of a museum illustrating the very considerable achievements of this country in scientific research, in applied science, and in technological development. We find ourselves in agreement with the submissions of the Royal Society of Canada and of other authoritative bodies to the effect that the history and development of our country have been very sharply influenced by progress in science and invention, and that of this progress there should be established suitable memorials.

We therefore recommend:

- m. That a Canadian Museum of Science be established and be directed initially by the National Research Council and subsequently by a board of trustees, if found appropriate; that this museum illustrate in general the contributions of Canada to scientific research, to applied science and medicine, to invention and to technical development, particularly in physics, chemistry, engineering, and in other appropriate fields.*

National Botanical and Zoological Gardens

13. We have already mentioned numerous representations made to us urging the creation in Canada of national botanical and zoological

gardens. At present there is a very important botanical collection at Montreal and a smaller but promising one at Hamilton. The only national collection is the Dominion Arboretum, a collection of some 2,500 wood plants maintained by the Department of Agriculture near Ottawa. A general collection or collections of all types of plants is needed not only for the pleasure and instruction of citizens but for scientific purposes. From the economic viewpoint alone, it is strange to find a country so dependent as Canada on agriculture and forestry lacking a representative collection of living plants. In this matter, as in others, we present an unhappy exception among Commonwealth countries and among other nations of comparable importance. A botanical garden would naturally be a centre of such scientific investigations as require the use of a large and varied collection of living plants. It would also serve, like other museums, purposes of general instruction and recreation.

14. It has been suggested to us that a botanical garden might solve the problem of the duplication of botanical collections which we noted in a previous chapter. It is true that this problem might thus be aggravated since the garden would certainly maintain its own collection of specimens. On the other hand, it might be possible, and should, we think, be seriously considered by the proper authorities, to unite all national botanical collections in this institution, and to leave with it the responsibility for future acquisitions. This would prevent an overlapping which now exists to a certain extent and which must increase with two or more government agencies working in a field of great scientific and practical interest. The united collections should, of course, be open to all scientific workers from government institutions or elsewhere. Moreover, the invaluable collection of the National Museum should be moved only on the understanding that the Museum retain adequate control of material needed for exhibition purposes. We offer this as a possible solution subject to the conclusions which might result from a detailed examination of scientific research in government departments.

15. It is possible that the establishment of a National Zoological Garden might involve a similar overlapping of activities with the National Museum; but this could be solved in a similar manner. In this field, however, there is no present threat of wasteful duplication. The absence of a National Aquarium has already been mentioned as a curious and important deficiency in a country where almost every province has an economic interest in fish. It seems obvious to us, moreover, that whatever may be the economic loss, there is a grave intellectual loss involved in ignoring, through the neglect of living museums of plants, animals and fish, a simple means of developing an interest in science especially among those engaged in agriculture and fisheries.

We therefore recommend:

- n. That there be established in the Ottawa area a national botanical garden under the Department of Agriculture; and that the Federal Government assist in the establishment or support of other botanical gardens in certain of the various climatic regions of Canada.*
- o. That the Federal Government organize a zoological garden or gardens, under the Parks Branch of the Department of Resources and Development.*
- p. That the Federal Government consider the establishment of a national aquarium or national aquaria, under the Department of Fisheries, in suitable regions in Canada.*

16. We have been impressed by the many representations made to us on the need of small local institutions for help and advice which can come only from a national centre, because such a centre may be expected to have a trained staff, access to other comparable institutions and specialized sources of information, and a knowledge of general museum conditions throughout the country. We have made a recommendation on this subject in relation to the functions of the present National Museum. We consider that similar responsibilities should rest with those museums which we believe should be established.

We therefore recommend:

- q. That boards of trustees and directors of all National Museums and other similar institutions consider as one of their first responsibilities the provision of appropriate services of general education and information.*

FEDERAL LIBRARIES

The Library of Parliament

1. The Library of Parliament, as its name implies, is a collection of books intended principally for the use of Members of Parliament in their legislative duties, although it is not confined strictly either to these individuals or to this purpose. Its usefulness, as has been said in Part I, is seriously affected by extremely limited space which results in overcrowded shelves and makes it impossible to provide those facilities considered essential to a modern library. This condition is harassing to the staff, injurious to the public service, and dangerous to valuable books which are now exposed to a serious fire hazard. We are informed by the Parliamentary Librarians and the Chairman of the National Advisory Committee that it would be desirable ultimately to remove the bulk of the books to a National Library, retaining a relatively small working collection on the premises which could then be much better adapted to the purposes which they now serve imperfectly. These books when removed would, of course, be available on request. We understand, however, that a large part of the present collection is relatively inactive owing partly to the overcrowding, and partly to its exclusively scholarly interest.

We therefore recommend:

- a. *That the librarians select a working collection of volumes to be retained on the premises, and that the rest of the collection be removed and deposited for safe-keeping in a proper fireproof building thus leaving space in the library for suitable and accessible stacks and for adequate library services.*
2. We are aware of the labour problem involved in this project, and of the fact that the segregated books will not be immediately accessible. We would point out, however, that this division of the Library into a working and a deposit collection is contemplated as soon as a National Library building is available; and that a large part of the collection is now inaccessible for practical purposes.
3. The Library of Parliament, like many others in this country and elsewhere, laboured for years under the disadvantage of operating with

staff members of low academic qualifications and with inadequate professional training, or none at all. In mentioning the disadvantage of a lack of training we do not wish to disparage the services of the distinguished and scholarly but untrained librarians in the past. We must, however, emphasize that the present day multiplication of books of all kinds and the increasing use of libraries for informational as well as for scholarly purposes makes formal training in library methods essential for the modern librarian. But even today the public may too easily accept the idea that library assistants need only be persons of goodwill who are tolerably diligent and intelligent.

4. The Library of Parliament now engages for professional purposes only individuals with appropriate professional training. We find, however, that the annual salaries paid by the Parliamentary Library to trained librarians holding university degrees and engaged in professional work are, on the average, \$120 below the average salary of the entire staff (including those engaged in unskilled work); and that they are nearly \$350 less than the average salaries of persons without professional training performing similar duties. It appears, moreover, that only two trained people are engaged uninterruptedly on the important work of cataloguing and that reference and information services are not infrequently performed by those with no education above the high school level. We do not believe that such a system can yield good results in practice. As the Library of Parliament is at the moment the only library comparable in any way to national libraries in other countries it seems to us of particular importance that it should be enabled to maintain appropriate standards of service in all departments.

We therefore recommend:

- b. That in future no untrained person be engaged for professional duties in the Library of Parliament even on a temporary basis; and that any temporary untrained staff members be transferred to other employment.*
- c. That in general such changes be made in the control and direction of the library as may enable it in these matters to conform to the practice of the best modern libraries.*

5. A very important part of any modern library, particularly of a library serving a legislative body, is the reference department. People come to a library with all sorts of questions, some of them simple and readily answered from ordinary works of reference, others complex and requiring prolonged study from a number of sources. It is customary even in small municipal libraries to provide for reference purposes a room apart equipped with special collections of reference books and staffed

with trained and experienced people. The present Library of Parliament is physically incapable, in its present state, of offering such facilities. It has, however, been suggested by the officials of the Library that a research department be added for the assistance of Members of Parliament. We are agreed that it is of the greatest importance to afford ample reference services, that is, the answering of simple factual questions, and the selection and assembling of sources necessary for answering more comprehensive inquiries. To the principle of adding research assistants to the Library we hesitate to commit ourselves. If a research department is necessary for the assistance of Members, it should probably be organized as a unit separate from the Library, although making full use of its resources. It must be emphasized, however, that the regular reference department in such a library as the Library of Parliament must be prepared to deal with every kind of question and to use every type of source. Such a service requires knowledge, ability of a high order, and much time and patience.

We therefore recommend:

- d. That as soon as practicable the Library of Parliament establish a reference department, and that this department be staffed by individuals possessed of such special qualifications as may be deemed necessary by the librarians.*

6. We have heard something of the problem of preparing a modern catalogue for the Library. We understand that lack of space and working facilities as well as staff shortages are making it difficult to do much more than keep pace with new accessions. We assume moreover that many of the present holdings of the Library of Parliament (notably those referred to in recommendation *a.*) will ultimately be transferred to the National Library. The present need, it seems, is for a complete modern catalogue of those volumes which the Library of Parliament should retain as a working collection.

We therefore recommend:

- e. That adequate staff and facilities be provided for the speedy completion of a modern and efficient catalogue for all library holdings except those which may (under recommendation *a.*) be removed elsewhere for safe keeping.*

The Bibliographic Centre and the National Library

7. On June 9, 1948, a Joint Committee of both Houses of Parliament approved a plan for a Bibliographic Centre as the first step towards the

creation of a National Library. Some three months later, the present Dominion Archivist on receiving his appointment was given the special assignment of establishing a National Library Advisory Committee. This Committee was set up in November, 1948, and consisted of thirteen members, including a representative from every province. Under this advisory committee a staff of four librarians and three clerical assistants has been established, work on a National Union catalogue has begun, important bibliographical publications have been planned and arrangements have been made for a branch centre at Montreal. As noticed earlier, the Bibliographic Centre was officially established on May 1, 1950.

8. The importance of establishing a National Union Catalogue and of producing bibliographical guides to Canadian publications has been discussed in Part I. If an adequate National Library building were now completed, and if funds were available for the purchase of books, it would still be a prudent measure to advance this catalogue through its first stages before acquiring many books. Operating on limited funds and often needing books now very rare, the National Library must avoid all unnecessary duplication and aim rather at supplementing existing Canadian collections, including the varied and rich holdings of the Federal Government. The development of a relatively complete union catalogue as explained in Part I is an essential foundation to any sound acquisition policy. It will also offer immediate and valuable service to all Canadian libraries, as will the bibliographical guides.

We therefore recommend:

- f. That the Bibliographic Centre continue its work on the union catalogue as rapidly as possible; and that adequate funds be made available for increase of staff, accommodation and equipment if these increases are shown to be necessary by the Advisory Committee and the Director of the Centre.*
- g. That adequate staff and funds be made available for the publication at regular intervals, and in such form as may be approved by the Advisory Committee and the Director, of complete bibliographical information on:*
 - (i) all periodicals published in Canada,*
 - (ii) all books published in Canada,*
 - (iii) all government publications, federal, provincial and municipal as far as this may be deemed practicable and desirable by the Advisory Committee and the Director.*
9. The various steps already taken in appointing a National Library Advisory Committee, in setting up a Bibliographic Centre and in compiling a union catalogue and bibliographical guides, are, we understand,

regarded as measures preparatory to the creation of a National Library. We feel that the time has now come for this final step. The present position of the Advisory Committee and its Chairman seems to us anomalous in view of the important work now in progress and of the plans for the future.

We therefore recommend:

- h. That a National Library be established without delay; that a librarian be appointed as soon as may be expedient; that the National Library Advisory Committee be reconstituted as a board of trustees of the National Library with the Librarian as Chairman ex officio; that the librarian be charged with the direction of the bibliographic centre which shall be responsible through the librarian to the Board of Trustees.*

10. We have given careful thought to a policy of acquisition for the National Library. It has been suggested to us (as explained in Part I) that the National Library should secure as complete a collection as possible of books published in Canada, of books published by Canadians, and of books on Canadian themes. To these should be added other important works in all fields appropriate to a library designed to encourage scholarly pursuits. It should be the immediate responsibility of the Librarian and of the Board of Trustees to make these collections.

11. As already explained, preliminary work on the National Union Catalogue and even some measure of completeness are necessary before books are acquired on any large scale. There are, however, certain steps which should be taken immediately.

12. At present, Section 11 of the Copyright Amendment Act of 1931 requires the publisher of every book published in Canada to deliver two copies of the first edition and two copies of any altered subsequent edition to the Librarians of Parliament within three months after publication. There is however no penalty expressly provided in the copyright legislation. We understand that as a result of this omission there are a number of books published in Canada which are not delivered to the Librarians of Parliament and that no proceedings are taken to enforce compliance with the Act. Although there are means available in criminal law to punish wilful violation of this or of any other Act of Parliament, compliance with the provisions of Section 11 could be made a required preliminary to the granting of copyright, if this does not contravene international copyright conventions; or sanctions could be added to the Copyright Act. At the same time, existing copyright legislation should be reviewed in order to make clear that it covers more than books in volume form, and that it does cover books imported into Canada for sale or other distribution.

13. There are certain categories of evanescent material published in small quantities for distribution to their members by historical and other learned societies. These may, however, contain very valuable items of information on bibliographical and other matters. At the moment of publication they can be secured at little or no expense, but in a very short time they may disappear completely.

14. Finally, there are the collectors' items which appear from time to time and which, if not then acquired, may later be unattainable. These collections may include original manuscripts of literary interest. We have been reminded also that since Canadian books are printed often in very small issues, the number that rapidly becomes collectors' items is very numerous. It may be added that a policy of gradual acquisition will undoubtedly be more economical. The launching of a National Library in Canada and the sudden announcement of an intention to make immediate and large purchases of out of print Canadiana might stimulate prices in the very sensitive book trade.

We therefore recommend:

- i. *That the Copyright Act be amended to make effective the requirement that there be deposited in the National Libraries two copies of every book and other work published in Canada whether printed in Canada or imported into Canada.*
- j. *That the Librarian and Board of Trustees be authorized to pursue immediately a policy of acquisition through gift or purchase designed to secure for Canada a complete collection of all works published in Canada; of all works on any subject by Canadians; of all works by any author on a Canadian theme; and of any other works considered appropriate to a National Library; that microfilm copies of rare works be secured at the discretion of the Librarian; and that adequate funds, staff and equipment be provided for these purposes.*

We further recommend:

- k. *That the Board of Trustees be empowered to add to its collection Canadian music, in printed or manuscript form, and such records, films and photographs as are considered necessary supplements to the printed collection of books, pamphlets and newspapers; and that manuscripts primarily of literary rather than of historical interest may be acquired by the National Library.*

15. It is a normal function of any great library to carry on exchanges with corresponding institutions. Government publications are a matter of concern to the National Library and of importance to other Canadian

libraries and to leading libraries abroad. Hitherto these publications have been distributed from the office of the King's Printer; we have, however, been informed by Library Associations and by Librarians that although requests for specific publications are promptly met by the King's Printer, there is at present no ready means of determining what governmental publications are available, and that in consequence many libraries in Canada are not systematically provided with governmental publications essential to the services which they should give to the public.

We therefore recommend:

1. *That the National Library confer with the King's Printer upon the establishment of a list of exchange libraries in Canada and abroad for the guidance of the King's Printer in the distribution of free publications; upon the creation of a free list; and upon the most effective means of ensuring that lists of governmental publications are brought regularly to the attention of interested libraries, both in Canada and abroad.*

16. In discussing the National Library, a number of voluntary organizations have suggested that, as with other federal agencies, the only way to make the institution truly national in a country such as Canada is to adopt some means of decentralization. It has been suggested, for example, that provincial libraries be regarded as branch libraries, and that books of particular regional interest be deposited with them. We believe, however, that these suggestions for decentralization are open to serious objection. Moreover, the use of microfilm copies could provide almost the same facilities to provincial or local libraries and would make unnecessary the dispersal of the national collections.

We therefore recommend:

- m. *That the Board of Trustees consider as soon as possible the establishment of a microfilm service to make available at a reasonable fee to Canadian Libraries and others all the resources of the National Library, and to Canadian Libraries all collections of Canadiana wherever situated.*

17. There are certain functions, not always associated with national libraries in other and older countries, which are urgently needed in this country where library facilities are uneven, scattered, and in many areas non-existent. As we have explained, many people in Canada look to the National Library to satisfy directly their need for books and library services. We are in complete agreement with the professional librarians who have pointed out that these are not proper functions for a National Library. It seems certain, however, that the National Library will be

looked to by all those with a concern and responsibility for library work (not only professional librarians, but federal, provincial and municipal officials and private persons) as a source of information and advice on library matters in Canada. It will certainly have referred to it all questions from abroad on Canadian library conditions. It is obvious, moreover, that it must maintain close relations with voluntary professional organizations such as the Canadian Library Association and its provincial counterparts and the *Association des Bibliothécaires de Langue Française*, with other libraries, large and small, with voluntary organizations which have a special interest in library services, such as the Canadian Association for Adult Education, the *Société Canadienne d'Enseignement Postsecondaire*, the Imperial Order, Daughters of the Empire and the Canadian Federation of Home and School. It will also no doubt keep in close touch with UNESCO and with library developments abroad. In short, it could render in its own way national services comparable in value to those of the National Gallery.

We therefore recommend:

- n. *That the Librarian and board of trustees maintain as part of the National Library a special department of information on library practice in Canada, to answer appropriately all reasonable requests for information, from government departments, provincial departments, voluntary associations and others, whether in Canada or abroad.*

18. We have received a number of earnest requests for some form of direct federal aid to local libraries, especially for the provision of library services where none now exist. Although we feel great sympathy for these needs and respect for the way in which they have been presented to us, we do not believe that, within our Terms of Reference, we can properly make recommendations on this subject.

PUBLIC RECORDS AND ARCHIVES

1. We have discussed at some length in Part I the complex and little understood functions of the Public Archives. It is necessary to repeat here only that this institution, which had its beginnings in 1872, is primarily intended to maintain in one place, accessible to government officials and, with any necessary limitations, to scholars, all the permanent public records of the nation not retained as active files by the government departments. A secondary aim and one of growing importance has been the collection not only of transcripts of public records of Canada deposited elsewhere but also of originals and transcripts of all kinds of historical material relating to Canada, including books, pictures, prints and museum pieces.

2. We think that the two main purposes of the Public Archives as practised in the past should be more clearly defined and more fully carried out. We also think that the historical purpose of the Archives might be more effectively fulfilled if certain of its activities were transferred to another institution in order to free the staff and premises for essentially archival work.

The Care and Custody of the Public Records

3. The collection of all inactive files of public records in one place where they will be under proper care, fully accessible to appropriate government officials, and as accessible to historians as the public interest permits, has been the avowed policy of the Federal Government for over half a century; but this policy has never been fully carried out. Since 1945, a Public Records Committee has had the power to advise destruction of useless files, and departments may ask permission to transfer to the Archives those that must be preserved. We are, however, not convinced that either the Privy Council Order establishing this Public Records Committee, or the consequent administrative instructions, are sufficiently well defined or applied in practice to fulfil their purposes: the proper safeguarding and accessibility of public records of permanent value and the destruction of those obsolete and useless records which now encumber the offices of all departments of government.

4. The Privy Council Order, together with an administrative memorandum dealing with the disposal of public records, are reproduced in an Appendix.¹ We find that departments of government are authorized to destroy certain types of unimportant records in accordance with the provision of a Treasury Board Minute of 1936 which, with its amendments, permits destruction of specified documents without reference to the Public Records Committee or the Treasury Board. For other documents which may be destroyed only on the authority of the Treasury Board, we observe that the Board's authorization for destruction apparently contains no reference to previous consultation with the Public Records Committee which is assumed by the Order in Council. Moreover, the Order in Council, although requiring officers of the department ". . . to review periodically the state of the departmental records . . . with a view to disposal or transfer . . ." seems to us to be deficient in that it does not make mandatory immediate action and successive reviews at prescribed intervals. Finally, the Order in Council ignores the necessity of providing competent assistance to the secretary of the Public Records Committee to enable him to examine and to report precisely on records recommended for destruction or for transfer to the Public Archives.

5. We have endeavoured to discover the practices now followed in a number of departments and we are forced to conclude that the present system offers no complete security for the safety of material which may have great historical value. In offices where senior officials are pressed by other duties, what is regarded as routine destruction may at times be confided to a junior clerk who may exercise his own discretion unduly.

6. Measures for dealing with all inactive public records should be taken immediately. Want of experienced and responsible officials with sufficient leisure to devote themselves to this important work is leading, we fear, in some departments to the evil of indiscriminate storage tempered by covert destruction. Moreover, as we have pointed out, masses of important records are now inaccessible and are liable to damage from fire and a number of lesser hazards. All records should be consistently screened, and as files become inactive they should be transferred methodically to the Public Archives, subject, if necessary, to restrictions placed on them by the department and concurred in by the Dominion Archivist as in the public interest.

7. One special problem has come to our attention. In many departments the older records, produced under conditions completely different from those which prevail today, are filed according to systems not readily understood by any but a trained archivist with a knowledge of Canadian history. These records, many of which may appear to be incomplete or even fragmentary, may be of great historical value. It is not, however, reasonable to expect a departmental records officer, however competent

in modern archival practices, to evaluate or classify them correctly. They require special treatment.

We therefore recommend:

- a. *That the present regulations governing the disposal of public documents be reviewed and clarified in order that departments may understand more precisely the limits of their authority; and that the exact responsibilities of the Public Records Committee be more clearly defined.*
- b. *That provision be made for the systematic and continuous transfer of inactive records from all departments and agencies of government to the Archives.*
- c. *That the Public Records Committee be entrusted with the supervision of this transfer programme; that it be required to report annually to the Governor in Council on progress in this matter; and that it be provided with a full-time secretary, preferably to be carried upon the staff of the Privy Council office, to enable it to fulfil its responsibilities.*
- d. *That no documents be destroyed without the authority of the Public Records Committee; that the Treasury Board ascertain that the Committee has concurred before issuing any authority for destruction; and that at the earliest convenient time the Treasury Board consult with the Public Records Committee with a view to ensuring that existing Treasury Board Minutes on the subject are unlikely to lead to the destruction of valuable historical material.*
- e. *That every department appoint a properly qualified records officer to supervise, within the scope of such regulations as may be issued by the Public Records Committee, the care of its departmental records, and the screening of inactive files and the transfer to the Archives of those of permanent value.*
- f. *That each department and agency forthwith review its files in consultation with the Dominion Archivist and transfer to the Archives those of historical value which have been relatively inactive for a period of ten years (or less if the department no longer requires the files) and which the department no longer considers necessary for its day-to-day operations, those of no historical value to be submitted to the Public Records Committee for authority to destroy.*
- g. *That each department and agency maintain a regular review of its files with a view to a steady process of transfer to the Archives,*

or destruction, of records which have been inactive for a period of ten years.

- h. That each department and agency be requested to distinguish between those of its records filed under modern systems and those filed under the systems no longer in use or not readily understood by departmental officials; that records in the latter category be submitted to survey by competent members of the staff of the Archives; and that those of historical importance be transferred to the Archives, the remainder to be submitted to the Public Records Committee for authority to destroy.*
- i. That the Archivist be authorized to accept for preservation records which he considers of permanent national importance, and to maintain restrictions on their use which may be requested by the department concerned and which the Archivist considers reasonable; and that, if he should consider restrictions proposed by a department unreasonable, he have the right to refuse the files, which would then be retained by the department.*
- j. That any questions concerning transfer of records on which the Archivist and any department may be unable to agree be referred to the Public Records Committee.*

8. The very close relationship which exists between standards of historical scholarship and national policy concerning access by historians to official records prompts the Commission to make some reference to this important subject. There are wide variations in the policies of different nations in this matter. Broadly speaking, the countries of Europe have tended to be more conservative than those of the New World. Canada, probably wisely, has dealt with the question on a pragmatic basis and has never fixed a general date beyond which access is not permitted.

9. Subject to national security, the Commission considers that the public interest is best served by a liberal policy in the matter of access by historians to public records. The free pursuit of truth by scholars is a most important feature of our democratic system and one meriting every consideration from the Government. Without unlimited opportunities for research in the country's modern records the historian cannot render to our society and our culture the highest service of which he is capable. We are making no formal recommendation on this matter, but we would suggest that no fixed date be established after which research in public records is not permitted and that the freest access, consistent with national security and Canada's international obligations, be granted to students particularly to those specially qualified for research and for the writing of history.

10. It does indeed seem to us practicable to make a distinction between the degree of access to be granted to the public generally and that to be accorded to qualified students of history and public affairs. We consider that it would be in the public interest for government departments to use a wide discretion in according facilities to persons in the latter class. The scholarly investigator should be given every possible countenance and aid. In this manner he will be enabled to make his full contribution to the unending task of public education and to the constant play of free public discussion, which are such essential parts of the democratic process.

The Public Archives of Canada

11. Our recommendations on the Public Records cannot be carried out until the Archives has adequate space and staff. We have been informed that it is now relatively easy to find persons with proper academic qualifications for archival work. The nature of the professional training needed, as we have mentioned, is under consideration by the Dominion Archivist; and we understand that a consistent policy is being developed and will be made effective as circumstances permit. It is quite certain that a greatly enlarged, skilled and experienced staff will be necessary to give proper care to the large volume of material which should be transferred and to ensure suitable services both to government departments which may still make considerable use of it, and to scholars, who have long been expressing their need for it. Moreover, if the Archives is to maintain and extend its activities as an historical centre, additional trained staff will be needed for this purpose.

12. Before the staff of the Archives is enlarged, however, an investigation should be made of the qualifications and duties of the present staff. We do not consider it our duty to make detailed recommendations on this matter. We note the fact that of more than thirty people now apparently engaged in professional archival work fewer than half have anything beyond high school education. Moreover, it seems that a somewhat rigid departmentalization in the Archives has gradually grown up which is not in the interests of efficiency or economy. It is neither possible nor desirable to fix any personal responsibility for an unsatisfactory situation which began many years ago, before the nature and importance of archival work was fully appreciated in this country. We realize that reforms are difficult to make without hardship to individuals who have given conscientious service to the best of their ability. We consider, however, that the interests of this important national institution require a reorganization of the staff as a necessary preliminary to the enlargement which must take place if the Archives is to perform its proper function.

We therefore recommend:

- k. That the Dominion Archivist be instructed to recommend such rearrangement of divisions and of staff duties in the Archives as he considers necessary for efficiency and economy, and that such persons as are not fitted for archival work be transferred to other services.*
- l. That the present staff of the Archives be increased by the addition of properly qualified persons; that an effort be made to recruit a certain number of mature and highly qualified staff-members to assist with the work in public records and other historical manuscripts; that the present policy of engaging for professional archival duties only those with adequate historical training be continued and that the Archivist be requested to define precisely the minimum qualifications for the various professional posts in the Archives.*

13. There is no doubt also that the premises of the Archives, even if some of the collections now housed there should be moved, are quite inadequate. It has been suggested that the present building, which in some details is not entirely satisfactory, should be used for some other purpose and that a completely new Archives building be constructed. We are not convinced that this is necessary or even, in view of the urgency of the problem, desirable. The Archives building is solidly constructed, almost completely fireproof, and equipped with an elaborate fire alarm system. If it were devoted solely to documents and necessary books, additional space would be made available. We understand, moreover, that plans have already been drawn for a considerable addition.

We therefore recommend:

- m. That appropriate action be taken immediately to permit the present Archives building to be devoted entirely to documentary collections and to a working library; and that an adequate addition be made to the building.*

14. It is generally agreed that the Public Archives renders an invaluable service in the collection of transcripts of public records and of other historical material from abroad, and of historical material of all kinds in Canada. This work should not be interrupted nor should it be separated from the collection and care of public records. The two functions should continue and should be developed together in order that the Archives maintain in the future the distinguished services rendered in the past to Canadian historical scholarship.

15. The adoption of a more generous and energetic policy in the acquisition of all historical materials relating to Canadian history is

particularly urgent at a time when shortage of housing, frequent changes of residence, and the general insecurity of living conditions incline people to dispose of many family possessions, including archival material. We think it important therefore that a survey of historical materials be made and that archival acquisitions be increased accordingly. In carrying on this work, full advantage should be taken of the economy and efficiency made possible by the use of microfilm, as already in effect in the London and Paris offices of the Archives. We are informed that for a small additional annual expenditure the number of transcripts secured through these offices will be increased ten times by microfilm.

16. We have referred in Part I to the serious losses caused by the reluctance of many people, especially those who have been active in public life, to give or sell their papers to a public institution for fear of careless or wilful misrepresentation by irresponsible persons. We believe that these people should be reassured by the enactment of appropriate legislation.

We therefore recommend:

- n. That the Dominion Archivist be provided with all necessary facilities for carrying on the new practice of transcription by microfilm in London and Paris.*
- o. That, through an Historical Manuscripts Commission, or by some other means, action be taken to discover and list all important collections of historical material relating to Canada, except those in well-known and properly publicized collections in libraries and archival institutions; that an effort be made to secure for the Public Archives, or for some other suitable institution, those collections not now accessible to scholars, and especially those maintained in conditions which render them liable to destruction, loss or damage; and that the necessary sums be made available for these purposes.*
- p. That the Archivist be authorized to receive papers with such restrictions on their use as the owners propose and as he may find reasonable; and that legislation be introduced to give all protection possible under the constitution to such restrictions.*

17. We have already mentioned in Part I the important role of provincial and local archival institutions which preserve materials of Canadian history. The suggested survey by an Historical Manuscripts Commission or similar body can best be conducted in close co-operation with provincial archival institutions which might be informed and consulted concerning any resulting acquisitions by the national Archives. It is not possible for one institution to have a complete original collection of

historical materials relating to Canada, nor is it desirable that the Public Archives acquire indiscriminately all materials with a direct bearing on our national history. The principle that documents available for acquisition should go where they will be most used should be adhered to by the national institution, particularly in dealing with materials in which a province has a special interest. There may be collections in which more than one institution will have a strong and legitimate interest; but there should be no serious difficulty in arriving at a reasonable compromise. Most problems can be resolved by the use of microfilm copies.

We therefore recommend:

- q. That in the proposed survey of historical manuscripts the active co-operation and assistance of the Provincial Archives be invited; and that in formulating a policy of acquisition the federal authorities consider first, provisions for the safe keeping of documents, second, their disposition in that institution where they will be most used.*

18. We have been instructed to make recommendations on the manner in which the Public Archives can increase its services to voluntary societies and to the Canadian public generally. These services should develop naturally from the position of the Archives as the greatest collection of Canadian historical material in Canada, or indeed in the world. This position already has made it a meeting place for Canadian historians, a number of whom have served on its staff. In the past, the Archives has rendered important services to the public, through facilities offered to historians and to students of history and by encouragement given to historical learning through a series of important publications. For some years these activities have been restricted through lack of staff and lack of funds. They should be resumed and extended; this extension would be facilitated by use of microfilm and film strips.

We therefore recommend:

- r. That the limited microfilm service now established at the Public Archives be extended to provide at a reasonable fee microfilm copies of archival holdings to appropriate institutions and individuals, including Provincial Archives; and that the necessary funds be provided for this purpose.*
- s. That the Archives carry on its publications according to the plans suggested by the Archivist in his current report; and that the Archivist and his staff regard it as an essential part of their responsibility to assist historical studies by this means.*

- t. That the policy of co-operating with the National Film Board in the production of film strips for use in schools and elsewhere be continued; and that this co-operation be extended to include historical films.*
- u. That in order to help to maintain close personal co-operation between the national and local archival institutions and to ensure that the Archives render all services to students of history consistent with its primary function as a public records office there be created a board of trustees to assist and advise the Archivist in the collection and preservation of all historical material other than public records; that the Canadian Historical Association be represented on this board; and that at least two provincial archivists be invited to be members of this board.*

19. We have dealt so far with the functions of the Public Archives as a public records office, as a collection of other historical manuscripts, and as a centre of Canadian historical studies. We have recommended the continuance and extension of these activities, and the provision of adequate space, staff and funds for this purpose.

20. We must also consider the proper disposition of the resources of this important institution other than historical manuscripts. We have described in Part I the valuable and varied holdings of maps, books, pamphlets, newspapers, prints, pictures and other historical exhibits. We doubt whether all these collections should remain in the Archives. We think that the historical collections might well be combined, as suggested in Part I, with other collections in the Capital of a similar character, such as the War Museum, to form the nucleus of a Canadian Historical Museum. This would provide space in the Archives for documents now housed in unsafe buildings and which cannot be accepted by the Archives for want of room. Although it may be useful that the student be able to use documents in conjunction with relevant historical exhibits and pictures, this is not essential; and this ancillary material is now taking up valuable space in a building designed for the preservation of manuscripts. While regretting the loss to the institution of so much that is picturesque and stimulating to the imagination, we think that these collections might serve the nation better as part of a National Historical Museum. There, it is to be hoped, they could be arranged and displayed to better advantage. At present no trained person is responsible for their care and arrangement.

21. It has been suggested to us that the rest of the present holdings of the Archives should remain together, that documents cannot be separated from maps, newspapers, or books and that the simplest way of avoiding a separation would be to merge the Public Archives with the

future National Library. We have considered this difficult problem with great care; and we realize that those best informed and most concerned for the future of these institutions do not find themselves in agreement. We have already stated our view that a joint collection of public records and of other historical documents has admirably served the country's needs in the past, and that this should not be interfered with. The map collection should certainly remain intact in the Archives; originally many of these maps formed part of the documents, from which they were separated for purposes of preservation. A suitable reference library in the Archives is essential for those engaged in documentary research; and the existing Archives library has proved invaluable to students. We think, therefore, that the documents, maps and such books as may be considered necessary by the Archivist should remain in the Public Archives. The newspaper collections and some of the other printed material might perhaps be transferred to the future National Library.

22. We do not believe, however, that even the difficult problem of dividing resources is an adequate reason for merging two institutions which are in nature and function essentially different. The Archives is primarily a collection of manuscripts; the Library will be a collection of published material. Methods of care, classification and filing or shelving are different. More important still, archival and library functions are different. The archivist is a custodian charged with a direct responsibility to the government, of which he holds the records in trust; he has an indirect responsibility to the scholar, and a further responsibility to posterity. The librarian's material is chiefly expendable. It is his duty to encourage circulation; he is much less concerned with preservation. The primary duty of the Archives is to safeguard its material; of the Library, to make its material available.

23. There are further considerations. It is desirable that the Archivist should be an historian. For the Librarian, this qualification is not necessary and may even be undesirable in view of the wide interests and the specialized knowledge which he should possess. Moreover, in the future, these institutions will be so important that each must have the full-time services of a distinguished and experienced scholar.

24. However, the present Dominion Archivist, an able historian, is also an experienced librarian. He has been given the important task of presiding over the Advisory Committee on the new Bibliographic Centre during its formative period. We think it would be unsuitable at this time to break the personal union between the Centre and the Archives; but we do not believe that this personal union should be allowed to become institutional.

We therefore recommend:

- v. *That the historical exhibits, the pictures, and the prints be removed from the Archives Building and joined with other national historical collections in the proposed Canadian Historical Museum; that when the National Library comes into existence the newspaper collection and other published material, at the discretion of the Archivist and the Board of Trustees, be transferred to it; and that the space made available, along with the addition already recommended, be used to house accessions to the existing collection of documents.*
- w. *That ultimately the National Library and Public Archives develop separately under independent heads, working in the close co-operation required by their related functions.*

HISTORIC SITES AND MONUMENTS

1. As explained in Part I of this Report the responsibility for the preservation and marking of historic sites and monuments has been for many years entrusted to the National Parks Service of the Department of Resources and Development. The Parks Service is advised by the Historic Sites and Monuments Board, appointed by the Federal Government and composed, in the main, of historians of repute, together with the Dominion Archivist and a representative of the Parks Branch. The Board meets once a year to consider and advise upon the marking of sites which are brought to its attention by its own members and others.
2. We should like to express our admiration of the work done through the voluntary efforts of the Board, and through the interest and energy of the Parks Service of which the Historic Sites and Monuments Division operates on a limited budget (\$135,000). As mentioned in Part I, many important sites have been marked, and many historic structures have been restored and are now maintained.
3. We believe, however, that the time has now come for a considerable expansion of this programme and for some modification of policy. We conceive that, without neglecting the important material consideration of attracting the tourist, the principal object of the Board should be to instruct Canadians about their history through the emotional and imaginative appeal of associated objects. Factual information can be obtained in books; the function of the monument or marker is, we assume, to convey a sense of the reality of the past. We do not ignore the entertainment value; but we consider the enjoyment of national history to be a form of entertainment not sufficiently familiar to Canadians.
4. We believe that the marking of sites, important as it is, has received undue attention in relation to restoration and maintenance. Restoration of course is much more costly, but it is more informative and it offers its information in a much more striking fashion. Moreover, it may be urgent. The site of a battle, or of a treaty, or the location of the house of an eminent Canadian, if known, can be marked just as effectively now or in fifty years time; but if it is possible to determine the features of the site, or to preserve the actual house, the work as a rule must be done promptly or it can never be done. It seems to us important to consider whether

marking with the familiar stone cairn should not more frequently be the sequel to rather than a substitute for restoration.

5. The appearance of the markers, it seems to us, deserves attention. The stone cairn and bronze tablet are used throughout Canada. The cairns are characterized by a drab uniformity in unhappy variance with the excitement and colour of the events or persons commemorated. They have the melancholy of an old grave-yard without its charm. If the site is obliterated or the ancient structure gone, the time, the place, or the person commemorated should be symbolized, it seems to us, in a vivid and inspiring fashion. The markers must no doubt be of a uniform type; they would fulfil their purpose better if the texts were more legible and shorter. At present only the really earnest seekers after truth have the patience to read them to the end.

6. We believe, however, that the most urgent task at the moment is the preservation of sites, of which the historic features are being obliterated, and of buildings which are suffering destruction and damage daily through encroachment, neglect or fire; fire, of course, is a great hazard to the wooden structures so typical of our early history. Old buildings still survive in the Atlantic Provinces, in Quebec and in Ontario, but they are disappearing rapidly. They are comparatively rare in other provinces, but are more highly prized for that reason. In thinly settled regions of the country, certain places still have the history of the past written on the very surface of the land, but this history is threatened every day with obliteration. The preservation, not necessarily of all these buildings and sites, but of those regarded as of peculiar historical or architectural interest is an urgent matter.

We therefore recommend:

- a. That the Historic Sites and Monuments Board undertake a much more comprehensive programme in the future and that it be provided with funds adequate for its important responsibilities.*
- b. That greater emphasis be placed on the restoration and preservation of historic sites and buildings including those buildings of purely architectural significance.*
- c. That where the site alone of an important historical event has survived without buildings or other evidence of the past, markers be devised with suitable aesthetic and imaginative appeal and with inscriptions more legible and shorter than those now commonly used; and that consideration be given to the commissioning of Canadian sculptors to create suitable and worthy memorials.*

7. For this larger and more ambitious programme we believe that the National Parks Service will require the advice of an Historic Sites and

Monuments Board with a constitution, duties and powers different from those of the present Board. It has been suggested to us that there should be larger representation from the Central Provinces because of their size and their wealth of historical material; and that Canadian historical scholars should be included in the composition of the Board. Although the Board should continue to act as an advisory body and should not assume administrative responsibilities it should in its investigations, deliberations and recommendations enjoy a greater autonomy than in the past.

8. We believe that the changes which we propose would be advantageous, particularly if the work of the Board is to be more extensive. If greater emphasis is to be placed on the restoration and maintenance of historic sites, these must be identified and listed; decisions must be made on the division of responsibility between federal, provincial and municipal authorities; and a system of priorities should be established. Finally, a policy should be adopted to ensure a fair distribution of memorials, not only on a geographic, but on a topical basis. As we observed in Part I, most of the care in Canada has been given to the preservation of military monuments. The importance of the work done is not questioned, but the time has now come for a review of policy.

9. For these important duties we do not consider that the present composition of the Board is adequate; its members who are historical scholars must now do their work for it in whatever leisure time they have, often without secretarial assistance.

We therefore recommend:

d. That the Historic Sites and Monuments Board be composed as follows:

- (i) Two members each from Ontario and Quebec and one from each of the other eight provinces; these to be recognized authorities in history or related subjects, appointed by the Governor in Council for a term of five years and eligible for re-appointment for one further term only.*
- (ii) Two members to be nominated by the Council of the Canadian Historical Association, similarly for five-year terms and similarly eligible for re-appointment for one further term.*
- (iii) The Dominion Archivist (ex-officio).*
- (iv) A Chairman to be appointed by the Governor-in-Council. There should be a permanent Secretary, to be a professional historian of established reputation, to be employed at an appropriate salary. His duties would be, in part, to initiate, investigate and report on proposals for the acquisition, repair and maintenance of historic structures and to advise the*

Board on the placing of tablets. (Board members should serve without remuneration but their expenses should be paid. The officer in charge of the Historic Parks and Sites Division of the National Parks Service should act as consultant to the Board and should attend its meetings.)

- e. That the Board review and establish clearly its policy on the preservation of historic sites and structures; that it prepare or encourage the preparation of lists of the important sites in every province, giving special attention to the Province of Newfoundland as singularly rich in records of the past; that it establish a system of priorities, with reference not only to the historical significance of the site or monument, but also to its liability to suffer loss or damage if neglected. (These lists should distinguish between those sites or monuments considered to be of national interest, and those mainly or entirely of provincial or local interest.)*
- f. That the Board by every means, but without encroaching on matters of provincial responsibility, maintain close and friendly relations with provincial authorities which have responsibilities similar to its own; that there be the fullest possible exchange of plans and information; that the Board consider whether periodic conferences with provincial authorities might not be practicable and desirable.*
- g. That in general the Board act as a clearing house for information on all questions pertinent to the appropriate and accurate restoration, preservation and marking of Canadian historic sites and monuments.*

10. It has been drawn to our attention that an important part of the problem of the preservation of historic sites and monuments involves the questions of ownership or custody. Many old buildings, especially though not exclusively historic dwelling-houses, are in private hands. These are constantly in danger of destruction or damage through accident or negligence.

11. Moreover, even many important historic buildings which are in the custody of the Federal Government are administered by various departments which may be indifferent to their historic significance or without funds or facilities to ensure their proper maintenance. The fine old fortifications at Kingston illustrate our present lack of a proper and well-ordered system. All of these are federal properties; but three of them (Fort Henry and the Cedar Island and Shoal Towers) are leased to the Province of Ontario. The fourth, Fort Frederick, is in the care of the

Department of National Defence and is suffering damage through neglect; the fifth, the Murney Tower, is a responsibility of the National Parks Service and is properly maintained. The Halifax Citadel, one of the great military monuments of Canada, the last view of the country to so many thousands of soldiers outward bound and the first landmark to those who returned, is in a semi-ruined state which brings discredit to the nation and which invites the derision of visitors from countries where national memorials are cherished. This Citadel, of great historic and architectural interest, could be completely and permanently restored for less than the cost of one small escort naval vessel. The famous Fortress of Quebec with its supporting fortifications, perhaps our greatest national monument, has recently been mutilated by the cession of two forts at Levis to the municipality. We record these facts as matters of concern to the nation, not as criticisms of the Department of National Defence which cannot reasonably be expected to assume, in addition to its normal responsibilities, the curatorship of historic monuments.

12. We consider that present practices in the care of national monuments in the custody of the Federal Government should be reviewed. They are not necessarily wrong in practice, as the admirable conditions at Fort Henry show; but this dispersed control and ill-defined responsibility is regrettable in principle.

We therefore recommend:

- h. That to preserve from loss and damage historic monuments now in private hands the Federal Government suggest to the Provincial Governments that they take suitable legislative action to protect historic sites and buildings by scheduling them in the national interest as is done in Great Britain and in France.*
- i. That the Federal Government, so that it may properly and conveniently discharge its responsibilities for the historic monuments now in its keeping, especially for those in the custody of the Department of National Defence (which having no military significance are not proper objects for the expenditure of defence appropriations), transfer these wherever possible to the care of the National Parks Service; that adequate appropriations for their preservation and maintenance be made; and that as a general policy there be no further alienations to other authorities.*
- j. That special and immediate provision be made to stem the progressive delapidation of the Halifax Citadel and of the Cavalier Barracks within its walls; that for this purpose the care of the Citadel be transferred forthwith from the Department of National Defence to the National Parks Service; that special appropriations*

by the Federal Government be made, without prejudice to other projects recommended by the Historic Sites and Monuments Board, so that the Halifax Citadel may be suitably restored progressively over the next few years, if possible through the co-operation of the Municipality, the Province and the Federal Government.

CHAPTER XXI

AID TO UNIVERSITIES

WE HAVE earlier commented at some length on the services rendered by Canadian universities, not only to the community and to the provinces in which they are situated, but to the nation as a whole, in professional and scientific fields. We are, of course, principally concerned with the development of the arts, letters and sciences. Here, as we have suggested, the universities are the main centres, not only of scholarly study and research but of general education. Without them, culture in the sense of the full development of man's intellectual and aesthetic faculties would be in grave peril.

2. We have also referred to the financial crisis which faces the universities, threatening their very existence and pressing with particular hardship on studies in arts, letters and pure science. There are, at present, thirty-two corporate members of the National Conference of Canadian Universities, varying greatly in size, wealth and in the variety of courses offered. We have received a detailed presentation from the National Conference and shorter supporting briefs from nineteen of its members. Most of the larger universities derive much, sometimes most of their support, apart from student fees, from the Provincial Governments. There are, however, a number of institutions receiving little public assistance which depend mainly on endowments, gifts and fees. The endowments and gifts are often inadequate, and there is little prospect of an increase in this period of high taxation. There is no need to stress the fact that a rise in fees, especially in those parts of the country where these smaller institutions are situated, would result only in the reduction of the student body; moreover, many gifted young people whose services the nation cannot afford to lose would not, as a consequence, receive the necessary training.

3. There is a further important point arising from our earlier observation that universities serve not only their own region but the nation as a whole in the professions and sciences. Graduates of Canadian universities have long been accustomed to move freely about our country, and

many of them find their permanent careers and practise their professions in places far removed from the university centres where they pursued their undergraduate or post-graduate studies. As the Principal of McGill University pointed out to us, the able graduates are very naturally attracted to our larger centres of population; in consequence, although our national life as a whole becomes richer, those who have in fact paid for the education of our abler young people through their direct support of provincial or private universities may receive in return no direct benefit. It may indeed be a matter of pride to them that they have made possible the brilliant career in a distant city of a gifted native son; this is however a remote and intangible reward. It is to us a clear and demonstrable fact that our national life is enriched by our university graduates who have been trained and often encouraged by funds from local sources.

4. This fact is recognized, at least tacitly, by the Federal Government. During the years of the recent war and its aftermath, the Government showed its direct interest in intellectual and professional training, and its determination to ensure that trained people were available for our national needs. In 1948-49 the Federal Government spent in all \$27,000,000 in the promotion of higher education in Canada.¹

5. In our view, it can be properly assumed that the national government does in fact recognize certain responsibilities towards problems of higher education in Canada. In other countries with which we have the closest affiliations, the central government has indicated in a clear and striking manner that it regards the encouragement of higher education as one of its important functions. For example, in Great Britain between 1936 and 1946 the university population increased by fifty per cent; partly because of rising costs, university expenditures were doubled in this period. But the Treasury grants to British universities were also considerably increased, from thirty-four per cent to fifty-two per cent of the total revenues of the universities. Since then the grants have been still further increased, and we have learned with interest that in 1951-52 universities in the United Kingdom will probably receive more than sixty per cent of their revenues from the Government. This policy of state aid to universities on a generous scale has been supported by successive governments in Great Britain for many years.

6. In Australia, apart from the general scholarship scheme which we have discussed elsewhere in this Report, the post-war training plan for ex-service men has been used to provide the universities with buildings and money to an extent not merely sufficient to enable them to carry the extra burden, but to strengthen them for years to come. As this Report goes to press, it has been announced in Australia by the Acting Prime Minister that:

"... the Federal Government had been impressed with the necessity of maintaining the present high standards of Australian universities and had, therefore, made an offer of financial assistance to Premiers in each of the six States to help with the financing of their universities."

The official statement continues:

"A total amount of £803,000 a year had been offered by the Federal Government for the three calendar years 1951, 1952, 1953, subject to certain conditions being observed by the States."

In addition, the Federal Government of Australia will, subject to certain further conditions, make additional grants to the Australian universities up to a total of £300,000 for the three calendar years 1951, 1952 and 1953. The proposed grants are to be available for expenditure on current activities only and not for capital expenditure.

7. The National Conference of Canadian Universities has rightly assumed the responsibility for bringing the interests of the Canadian nation in this matter not only before this Commission but before the Federal Government directly. The problem as presented is threefold: the particularly high cost to the university of special professional training, the general burden to the university of all university education, and the cost to the student which, as we have shown, affects adversely both the number and the composition of the student body. As the matter of aid to the individual student is dealt with elsewhere in this Report, we shall speak here only of the requests by the universities for direct aid.

8. The universities ask first for a per capita grant ranging from \$150 to \$200 for all students registered in professional schools. The schools mentioned are those offering courses in medicine, dentistry, agriculture, forestry, veterinary science, nursing, physical education, physiotherapy, social work, engineering and applied science. These grants are advocated because training in these fields is particularly expensive, and is closely related to certain direct responsibilities of government. Some assistance is already being given by the Federal Government to the extent described under this head in Part I of this Report. The work of professional schools is related in many of its aspects to the subjects which are our particular concern. We think that increased aid should be given for the support of this professional training.

9. The National Conference of Canadian Universities also asks for a per capita grant of \$100 a year for all full-time students in other faculties. This is of particular interest to us and is related directly to our task. To attempt to deal with national development in the arts, letters and sciences, without considering the contributions and the needs of the universities in this field would be to conceive an arch without a keystone. There is probably no civilized country in the world where dependence on the

universities in the cultural field is so great as in Canada. It is impossible to imagine the gap which would exist if the universities were to disappear or even if their activities in this field were to be curtailed.

10. Yet these activities are being curtailed; and this is one aspect of the crisis of the universities dealt with in Part I of this Report. The necessity for economy in services and in building is making it more and more difficult for the university to act as patron and host to the many voluntary and informal activities mentioned in Part I. Moreover, increasing specialization and faith in the expert have caused a neglect and a distortion of the liberal studies; the fundamental importance of these we have already discussed. Finally, operating both as a cause and as an effect of this tendency is the low estate of the professor in the humanities, in economic status and in prestige. We know that this situation is not to be attributed entirely to economic causes; but we feel that effective material aid from the nation is necessary to enable universities to carry out their original and still essential purpose of providing a liberal education.

11. There are a number of ways in which federal aid might be given to universities. We shall recommend that this aid be given but we venture only to suggest how it might be given. If a grant were made on the basis of population in each province, it could be distributed among institutions in the province in accordance with the number of students. For example, if the grant were at the rate of fifty cents per head of population, then on the basis of 1949 estimates Manitoba would receive \$389,000 which would be divided among the university institutions of Manitoba in accordance with their certified registration.

We therefore recommend:

- a. *That in addition to the help already being given for research and other purposes the Federal Government make annual contributions to support the work of the universities on the basis of the population of each of the provinces of Canada.*
- b. *That these contributions be made after consultation with the government and the universities of each province, to be distributed to each university proportionately to the student enrolment.*
- c. *That these contributions be sufficient to ensure that the work of the universities of Canada may be carried on in accordance with the needs of the nation.*
- d. *That all members of the National Conference of Canadian Universities be eligible for the federal grants mentioned above.*

CHAPTER XXII

NATIONAL SCHOLARSHIPS

1. In an earlier chapter in Part I concerning the establishment of a national system of scholarships for both graduates and undergraduates of Canadian universities, the reasons suggested to us for setting up such a system were discussed. These and other reasons, submitted in numerous briefs from many sources, have led us to the view that action should be taken by the Federal Government to provide scholarships at both the post-graduate and undergraduate levels.

2. We have already expressed the opinion that the granting of scholarships to young Canadians is in the public interest and therefore is a national duty. The importance to Canada of scientific research, whether for the defence of our country or for the peaceful development of its resources, must surely be self-evident. It may, however, be not so immediately obvious that an adequate number of competent research workers can be ensured only if suitable provision is made for their training, not only in post-graduate schools or institutions but at the undergraduate level; and this suitable provision must include a wise system of scholarships if Canada is not to lose the contribution to her national well-being which our ablest young people could make, if given some assistance in their education.

3. But quite apart from the material advantages to our country which able research scientists could provide, we believe it right that the national government assist its gifted young citizens who cannot, because of limited means, receive that measure of higher education which their abilities warrant. Recent statistics on this point are depressing: the second report of a committee on education appointed by the Canadian Manufacturers' Association, published in February 1950, emphasized the fact that "out of 100 Canadian children starting school, only 22 finished high school, and only 3 graduated from college"; and that . . . "54 per cent of those who dropped out did so for economic reasons". In 1946, the Ontario Department of Education discovered that only 7 per cent of the young people who had completed their primary and high school education had

registered at a university. To us the disturbing thing is not the percentage but the fact that there is no assurance that this 7 per cent comprises the best qualified students. It is unwise, even dangerous, to allow such large numbers of our young citizens to abandon their studies after primary school if it is only because they cannot afford more education. From a social point of view, the reforms initiated by the government in the last twenty years, in the fields of family allowances and public health, may prove ineffectual and may even be jeopardized unless these reforms are systematically broadened to include assistance in intellectual training. Finally, democratic principles demand that as far as possible equal opportunity be given to all our young people, rural as well as urban. The most effective way to create this equality of opportunity is through a well-devised system of national scholarships.

4. In addition to these fundamental reasons which justify the institution of a system of national scholarships, there are other factors which make assistance to students imperative. An earlier chapter of this Report which refers to the plight of Canadian universities has shown that the rise in their expenses has been accompanied by a decrease in income from endowments, donations and subsidies, and has forced a progressive increase in students' fees. The National Federation of Canadian University Students has informed us that in 1947-48 the average yearly fee was \$230, and that it has shown a continuous tendency to rise. Twenty years earlier the fee was less than half this amount. The cost of books has also greatly increased; in addition, students, as all other Canadians, have been affected by the steadily increasing cost of living.

POST-GRADUATE SCHOLARSHIPS

Scholarships in the Natural Sciences

5. We have already referred to the many practical considerations which have prompted the Canadian Government to stimulate and support research in the natural sciences. This support, we have found, is accepted as a duty of the State, a duty which is discharged with funds made available to the National Research Council and to certain departments of government. The Council has long since realized that to fulfil its functions it had to help train our scientists; accordingly, the Council established the extensive system of scholarships which we have already described.

We therefore recommend:

- a. *(i) That the government continue to grant to the National Research Council the funds necessary to provide scholarships, studentships and bursaries to Canadian students and to scholars*

from abroad, in the physical and natural sciences, both pure and applied, in medicine and in engineering.

(ii) That the National Research Council in consultation with the interested departments of government and more particularly with the Departments of Agriculture, Mines and Technical Surveys, Fisheries, Defence and Health and Welfare, review the system of scholarships established or that may be established under the direction of these departments, in order to ensure that adequate provision is made for scholarships, studentships and bursaries in these fields, and to avoid unnecessary duplication.

In view of the fundamental importance of mathematics and related studies, we suggest that the National Research Council give special consideration to scholarships in these fields.

The Humanities, the Social Sciences and Law

6. We have given consideration also to the parallel obligations which in our judgement the Government should assume in fostering the arts, the humanities, the social sciences and law. We believe it to be in the national interest that Canadian efforts in these disciplines should at least equal those in the natural sciences. A correct balance in our national life can be obtained only when students of the humanities enjoy, free from undue financial worry, equally with students in the sciences, the advantages of university education and of opportunities for research. The Federal Government has therefore, we consider, a duty to discharge in providing financial aid to our students in the humanities and in the social sciences in order that they may receive this education. As stated in the brief of the National Conference of Canadian Universities, the technical progress of our civilization tends to emphasize professional and utilitarian training rather than liberal education, and this tendency is very evident at the university level. In our view, graduate scholarships for gifted students in the arts, humanities and social sciences would do much to correct this undesirable emphasis.

We therefore recommend:

- b. (i) That the Federal Government grant annually to the Council for the Arts, Letters, Humanities and Social Sciences recommended in the final chapter of this Report appropriate funds for the establishment and maintenance of an adequate number of scholarships, studentships and bursaries for post-graduate students of Canadian universities in the humanities, the social sciences and law.*

(ii) *That in the establishment of awards for advanced study in these fields advantage be taken of the valuable experience of the National Research Council in initiating and developing its plan of scholarships.*

7. In the chapter in Part I dealing with national scholarships, we described in some detail the system and the amount of the awards and fellowships now administered by the National Research Council. We suggest that the value of the awards for advanced work in the humanities and social sciences should be equivalent to that of the awards made to the students in the sciences at the corresponding level of advanced study. We suggest that there should be awarded eventually about one hundred and fifty annual scholarships for students at the pre-doctoral level, about twenty fellowships for work following the doctor's degree and an appropriate number of scholarships for advanced study in law.

8. We believe that ten special fellowships of a suitable value should be granted for even more advanced study or research in the humanities, the social sciences and law. These should be available only to mature and distinguished scholars who have a definite plan of study to pursue. The amounts could be flexible but should be sufficiently large to cover living, travelling, and other necessary expenses.

We therefore recommend:

- c. *That a system of fellowships to be known as The Canada Fellowships be established for the encouragement of mature and advanced work in the humanities, the social sciences and law; that these fellowships be administered by the Council for the Arts, Letters, Humanities and Social Sciences recommended in the final chapter of this Report; and that funds be made available for this purpose.*

It will no doubt be readily understood that such a system of senior fellowships can be made fully effective only over the course of some years, as suitable candidates are found who will be prepared to undertake advanced studies in the humanities, the social sciences and law. It will no doubt be recalled that the National Research Council, when it first began to award senior fellowships in the sciences, found that for some years relatively few candidates applied for the fellowships available. We imagine that those charged with the responsibility of administering this new system of fellowships, which is now being proposed, would bear in mind that they may not be able to attain their goal of establishing senior fellowships on a generous scale for a considerable time to come.

Exchange Scholarships with Countries Abroad

9. We observed in Part I of this Report that several countries, including France, Great Britain and the United States, have for many years shown a generosity to Canadian graduate students which might well have inspired us long since to extend corresponding liberality to post-graduate students of these and of other countries.

10. Canada has been singularly negligent in the matter of exchange scholarships. We imagine that others will share our astonishment to learn that, apart from a few National Research Council Scholarships, the only country toward which Canada has officially shown generosity in granting exchange scholarships is Iceland.

11. Canada, of course, cannot give to graduate students of the United States the number of scholarships which would establish a system of complete reciprocity. On the other hand, the demands of national dignity impose upon us an obligation to establish a system of scholarships which will enable a certain number of students from abroad to continue their advanced studies in Canada. Canada would thus take part in a permanent programme of international student exchanges at the university level.

We therefore recommend:

- d. That the Federal Government grant annually to the National Research Council and the Council for the Arts, Letters, Humanities and Social Sciences mentioned above, funds to provide exchange scholarships for scholars and graduate students from other countries, particularly those which grant scholarships to Canadians.*

UNDERGRADUATE SCHOLARSHIPS

12. We understand the term "undergraduates" to mean students who are pursuing in our universities and our colleges a course of studies leading to a degree which will permit them to practise a profession, to enter upon professional studies, or to obtain specialized employment. For the purposes of our study, a student in medicine, in law, in agriculture, in civil engineering, in chemistry or in any other similar field is an undergraduate so long as he has not obtained his professional degree. The same definition applies to a student of history or of literature in the arts faculties of universities of English-speaking Canada, and to students in the final four years in the classical colleges.

13. In an earlier chapter we have mentioned two precedents for federal aid to undergraduates: the Vocational Training Scheme and the

educational assistance for ex-servicemen through the Department of Veterans Affairs. Later, we referred to scholarship practices in England, Australia and in France, and gave a brief account of the principal submissions made to us by representatives of Canadian educational institutions, professional associations, organized labour, and religious and cultural organizations most interested in this problem. Both Canadian schemes mentioned above have given excellent results and both have been made possible by the cordial co-operation of all the Provinces with the Federal Government. We were much interested in the comment of an eminent Canadian authority that no university had been subject to the slightest influence on the part of the Federal Government throughout the entire operation of the D.V.A. plan of university education for ex-servicemen.

14. It seems to us that the scope of the Vocational Training Plan should be enlarged although, of course, in accordance with the established practice that the Provincial Governments are consulted and are prepared to co-operate in this new arrangement. We believe that it would be useful and desirable, in this matter which concerns the Provincial and Federal Governments and the universities, to establish a new advisory council which would have as its main function the responsibility of advising the Federal Government when policies and administrative practices are under consideration for the proposed system of scholarships, bursaries and loans at the university level. For some years there has been in existence an Advisory Committee on University Training for Veterans which, under the chairmanship of the Deputy Minister of Veterans Affairs, is composed of representatives of the Federal Government and of the universities; a second committee which includes representatives of the Provincial and Federal Governments advises the Department of Labour on aid to students under the Vocational Training Plan. The new advisory council which we are now proposing would be an innovation only in that its membership would include representatives of all three, Provinces, the Federal Government and the universities.

We therefore recommend:

- e. *That the Federal Government maintain and enlarge the system of scholarships, of bursaries and of loans to undergraduates now in operation and known as the Federal-Provincial Vocational Training Plan.*
- f. *That since the modifications which we are proposing in this legislation will if adopted extend the present system of scholarships to a greater number of universities and colleges, there be established an advisory council to be known as "The University Training Advisory Council" which will include representatives of the Provincial and Federal Governments and of the universities.*

15. Because students' fees and research grants for special purposes do not pay for the overhead and maintenance costs incurred by the universities, until such time as the Federal Government has provided general assistance to the universities as proposed in Chapter XXI above,

We recommend:

g. That a grant for each scholarship holder be paid directly to the university or to the college in which the scholar is enrolled in recompense for the supplementary expenses incurred by the institution, and that a proportion of the research grant paid be designated for the general revenues of the university concerned.

16. We are proposing that the present scheme with which the Federal and Provincial Governments are familiar, and which is operating satisfactorily, be enlarged. As for the number of undergraduates who should thus be aided, we do not think it appropriate to suggest a precise figure, although it is our view that as far as may be possible young persons who have the necessary ability and diligence should receive reasonable assistance to enable them to become more useful citizens.

17. The following plan has been proposed to us and is respectfully suggested for the guidance of the Government and of the agencies which may be charged with the administration of these scholarships:

1. 100 annual scholarships of \$1,000, tenable for four years, to be known as Canada Scholarships. These scholarships are intended to confer not only a valuable award but considerable prestige upon students of outstanding ability and exceptional promise. These scholarships at least, in our judgement, should be granted only after personal interviews.
2. 250 National Scholarships annually of \$500, to be tenable for four years. These are intended for distinguished and promising students.
3. 2,000 bursaries of \$500 a year tenable for four years, for able and diligent students on the basis of need.
4. A loan fund open to all students whose work is acceptable to the authorities of their universities.

These proposals have the double merit of attaching special importance to ability and of giving encouragement to able students who have need of assistance. It is estimated that this plan would bring some measure of financial assistance when in full operation to 10,000 Canadian students, that is, to about twenty per cent of the present university population.

18. These awards would also encourage the interprovincial exchange of students, as recommended to us in several submissions. We do not need to elaborate upon the results to be expected from such exchanges.

Provided that they are carefully organized and wisely directed by the universities themselves, they could make a very important contribution to national unity. Experiments in the interprovincial exchange of students which have been carried out by certain organizations such as the National Conference of Canadian Universities and the National Federation of Canadian University Students have given excellent results. Such exchanges would be usefully extended by an adequate plan of national scholarships.

SCHOLARSHIPS AND FELLOWSHIPS IN THE CREATIVE ARTS AND
RELATED FIELDS

19. It will have been observed that the plans and recommendations proposed above do not meet the needs of an important group of Canadian citizens, the workers in the creative arts. Most of these are not students, as the term is usually understood, in that they are not enrolled in any of our universities; but they have an equal claim to public assistance and support. It seems to us to be undoubtedly in the national interest that certain of our artists, of our writers or of our musicians, for example, should receive advanced training and experience in countries abroad; and it is true that many of them do, through the generosity of other governments or of private foundations, notably in the United States.¹ It would in our view be in keeping with the stature and the dignity of this country that we make awards for work abroad to our own people, whether promising students or established artists, and to gifted artists, musicians and men of letters from abroad, on a reciprocal basis. The system of awards should be broad enough to include journalists and those engaged in such activity as the production of drama, radio programmes or films. For this purpose we have at present in Canada neither a source of funds nor an appropriate administrative body.

We therefore recommend:

- h. That there be created a system of grants for persons engaged in the arts and letters (including broadcasting, films and the press) for work and study either in Canada or abroad; that arrangements be made for grants to artists, musicians and men of letters from abroad for study in Canada; that these grants be administered by the Council for the Arts, Letters, Humanities and Social Sciences mentioned above; and that funds be made available for these purposes.*

CHAPTER XXIII

SCIENTIFIC RESEARCH UNDER THE FEDERAL GOVERNMENT

1. We have already discussed the extensive research, fundamental, basic and applied, in widely different fields now conducted in many departments and laboratories of the Government. These include the laboratories of the National Research Council in Ottawa and elsewhere, and the laboratories of various government departments, notably Agriculture, Mines and Technical Surveys, Fisheries and Defence. Problems of duplication may not yet be serious and there is now much co-operation, but we are of the opinion that the increasing number and complexity of these activities may make necessary in the future some centralized controlling agency. We do not think that a detailed recommendation on this matter would be warranted by our Terms of Reference, but we do consider that an investigation of this problem should be made in the near future by suitable persons.

We therefore recommend:

- a. *That under the direction of the Privy Council Committee on Scientific and Industrial Research a study be made as soon as possible of all research activities of the Federal Government with a view to their adequate co-ordination, the avoidance of any wasteful duplication, and the maximum co-operation that may be possible.*

CHAPTER XXIV

INFORMATION ABROAD

CULTURAL EXCHANGES

1. As we stated in Part I of this Report, our interest in the projection of Canada abroad relates to those fruitful exchanges in the arts and in intellectual matters which stimulate all cultural activity and which help to lay a foundation for mutual knowledge and understanding. That Canada has lagged behind other countries in assisting such exchanges we have already shown. We have no bureau of educational and cultural information, we have no machinery for educational exchanges, we have no system of international scholarships, we have no funds and few facilities for aiding in exchanges among learned societies, for sending abroad the best of our artists and musicians, of our pictures and books or for encouraging others to send their best to us.

2. All these matters were discussed by societies and individuals appearing before us. It seemed apparent to us that these questions could not well be considered apart from the main problem of aiding our national development in the arts, letters and sciences. Moreover, in supplement to our original Terms of Reference, we received a letter from the Prime Minister requesting us to take under review the whole question of the manner in which knowledge of Canada abroad might be extended. We are therefore presenting as our final group of recommendations a suggestion that one Council assume the primary responsibility for such official aid and countenance as can properly be given both to all voluntary cultural activities at home and to cultural exchanges with other countries. This Council, it is proposed, should take on among other matters some of the functions corresponding to those both of the British Council and of the Arts Council of Great Britain. Details of the proposed constitution and activities of the Council appear later with our formal recommendations in Chapter XXV. This Council is referred to here since we believe that, if instituted, it must play an important and valuable part in the projection

of Canada abroad, especially through the co-ordination of those voluntary activities which are essential in normal international exchanges.

3. But one special matter which has a bearing on voluntary cultural exchanges should be mentioned at this time. We understand that the Canadian Government holds very considerable sums of money in blocked funds in many of the countries of Western Europe. The particular circumstances under which these funds were obtained seem to us to call for special precautions in their expenditure. Proper use of them could do much to promote good understanding and cordial relationships; careless or casual expenditure might have an opposite effect. Various schemes, (a scholarship plan similar to the American Fulbright Scheme, travelling fellowships, educational and cultural exchanges), have been suggested. Certain purchases of pictures for the National Gallery have already been made from the funds. We are not prepared to make specific recommendations on this matter. We would, however, urge that there be a broad and consistent scheme, clearly explained in Canada and in the countries concerned, designed specifically to increase mutual knowledge and understanding and to foster friendly relations.

INTERNATIONAL SERVICE OF THE CANADIAN BROADCASTING CORPORATION

4. We have already discussed the important work of the International Service of the Canadian Broadcasting Corporation in presenting "an honest, objective, colourful picture of Canada and Canadian life".¹ We have noticed the encouragement and publicity given to Canadian cultural activities by this means. We would suggest here, as we have suggested in connection with national programmes, the importance of securing the best and most representative talent from the different parts of the country. In the International Service linguistic ability must be of very great importance. We realize, too, the need of advice and help from nationals of the countries to which broadcasts are addressed. At the same time we must emphasize the value of representing Canada abroad as frequently as possible through eminent Canadians.

We therefore recommend:

- a. *That the International Service of the C.B.C. be continued and expanded with a view to increasing the knowledge and understanding of Canada abroad.*
- b. *That every effort be made to use for this purpose as often as possible the service of Canadians eminent in various fields.*

THE NATIONAL FILM BOARD

5. We have spoken in Part I of the important part played by the National Film Board in projecting Canada abroad through its documentary films. These have been commended in Canada and elsewhere for their vividness, their integrity and their originality. We have recommended earlier a general extension of the work of the Board. We would suggest here that its valuable work of carrying Canada to other peoples be pursued with increased vigour. To show a thing is much more convincing than to talk about it; and in an age particularly sensitive to pictorial effects, many people can be interested in no other way.

6. We would, however, urge that the National Film Board continue to send abroad films which show Canada as it is rather than films which are specially prepared to convince others of the virtues of our society. This Commission is fully persuaded of the value of the free and democratic tradition as it is generally understood in this country; we are also convinced that the most effective as well as the most honest way of letting other people know how we live is to invite them to read our newspapers and books, to see our paintings, hear our music, and enjoy with us the films which we make for our own information and enjoyment. Such a policy would help to ensure that films sent abroad are made by artists rather than by whatever is the film equivalent of a pamphleteer; such films may still win us the friendship and understanding of discriminating people who are proof against propaganda but are still able to appreciate evidence. It is perfectly possible to prepare films about Canada and about Canadians which are accurate and attractive. The best test of a film for foreign consumption is whether Canadians have found it sound and acceptable.

7. This does not mean that in times of emergency it may not be necessary to produce films for very definite and specific purposes, films designed to persuade and convince by an appeal to emotions rather than by the development of interest and understanding. There can, however, be no doubt that the National Film Board should work closely with the Department of External Affairs in preparing such films. It seems to us self-evident that if such a film is not calculated to influence opinion abroad, money spent on it is wasted; if it is to have influence, it must reflect closely the views of the Department entrusted with the conduct of our foreign relations. It should be understood that we speak here not of films on Canada produced for consumption both at home and abroad, but of films produced with the sole purpose of influencing opinion abroad.

8. We notice that a department of government has recently initiated the policy of encouraging companies from the United States to produce commercial feature films in Canada on Canadian themes. This policy

seems to us highly desirable so long as every care is taken that the films, though fictional in character, do not grossly falsify Canadian life or Canadian history. We do not, of course, suggest any control of films produced by commercial companies in the ordinary way. If, however, films made in Canada for circulation in the United States are to carry with them any suggestion of even informal sponsorship or approval by officials of the Canadian Government, proper precautions should be taken to see that they are entirely free from melodramatic distortions, especially when these are prejudicial to Canadian institutions.

We therefore recommend:

- c. That the National Film Board be provided with funds to increase its distribution abroad through commercial and other channels of films intended to interpret Canada to Canadians and to others.*
- d. That where special films are required for the instruction or enlightenment of countries abroad, these films be prepared in close co-operation with the Department of Government concerned, normally the Department of External Affairs.*
- e. That where official assistance or sponsorship is given to a commercial film intended mainly for circulation abroad, proper measures be taken to prevent injurious distortion of Canadian institutions or of Canadian history.*

DEPARTMENT OF EXTERNAL AFFAIRS: PRESS AND
INFORMATION OFFICERS

9. We have mentioned that the Information Service of the Department of External Affairs needs to be expanded even in countries such as Great Britain and the United States. The gravest lack is that of competent information or press officers. Compared with her neighbours, Canada is very inadequately represented. No amount of printed material or of special cables can take the place of able and experienced information officers. They know the newspapers and the newspapermen of the country to which they are posted; they understand what is wanted and how it should be presented. By gaining confidence and friendship they can do much to ensure a fair and accurate presentation of Canadian life, of Canadian policy and of the Canadian point of view.

10. We have noted also the need for more printed and mimeographed material in more languages, and for a more generous provision for the libraries of diplomatic posts abroad.

We therefore recommend:

- f. *That the Department of External Affairs increase materially the number of press and information officers employed in posts abroad.*
- g. *That the Department make additional provision of mimeographed and printed material for distribution abroad, and of books for use in diplomatic posts.*

CHAPTER XXV

A COUNCIL FOR THE ARTS, LETTERS, HUMANITIES AND SOCIAL SCIENCES

1. In the preceding pages of this second part of our Report in which we have presented our findings and recommendations, we have dealt with many established federal agencies and institutions. We have also made certain proposals concerning the universities of Canada and systems of scholarships which would enable the nation to discharge more effectively its responsibility to train the ablest of our younger citizens. All this is familiar, if not entirely neutral, ground. It is now our duty to make certain proposals concerning the creation of a new body, partly advisory, partly administrative in character, which, it is our conviction, would be able to resolve many of the problems which led some two years ago to the establishment of this Royal Commission. To this proposed new body, in discussing voluntary organizations, scholarships, the creative arts, UNESCO, and Canada's cultural relations abroad, we have already referred, either openly or by implication; and to the reader of the first part of this Report it must have been apparent that a new agency or new agencies of government were in our minds.

2. To this conclusion we were inevitably drawn early in our work when various voluntary organizations appeared before us. Whether their interest lay in drama, in music, in the arts and letters or in the humanities and social sciences, with but two or three exceptions they stated or implied that their work would be much aided if there existed some central bureau to serve as a clearing-house of information and to act as an intermediary between them and the government; if such a bureau could give positive help to their activities, so much the better. Early in our deliberations we decided that the principal questions to be determined were whether more than one such bureau would be necessary and how should such an agency be composed; of the need there appeared to be no doubt.

3. It will be recalled that the final clause in our Terms of Reference instructs us to examine and make recommendations upon the "relations

of the Government of Canada and any of its agencies with various national voluntary bodies operating in the field with which this inquiry will be concerned". On the need for closer relations between the Federal Government and Canadian voluntary organizations we have read or heard comments from one hundred and six societies and citizens, and in five of the special studies which we commissioned the question is discussed in greater or less detail. Moreover, several departments and agencies of government have given us helpful information on this important matter. The recommendations of the voluntary societies vary greatly; on the one extreme was advocated the establishment of a new Ministry of Fine Arts and Cultural Affairs; and, on the other, the complete abstention of the Federal Government from all matters relating to the arts and letters; and with mingled feelings of pleasure and dismay we heard one proposal that this Commission remain in being as a permanent National Arts Board.

4. The problem for which we have been invited to find a solution may perhaps be expressed, though at the risk of over-simplification, in terms of the following factors which, it will be observed, differ considerably in complexity and importance:

- (a) There does not exist in Canada any government-supported body to do for the arts and letters and for the humanities and social sciences what the National Research Council does for the natural sciences and the technical crafts; this matter, which we regard as of prime importance, has been discussed at length earlier in this Report.
- (b) Unlike most countries of the world we have in Canada no advisory or executive body to deal with the question of our cultural relations abroad. Earlier in this Report we have suggested that Canadian creative and interpretative artists would benefit both themselves and our country if it were made possible for them to travel for study and experience. We can also well believe that it might be in the public interest, for example, that a Canadian orchestra go on tour abroad, that exhibitions of Canadian paintings be arranged in Europe or that a Canadian theatrical company perform in Edinburgh or London or Paris. At present we have no organization such as the British Council or the French *Section des Oeuvres Françaises à l'Etranger* to arrange and to underwrite such ventures, although we judge it possible that a company of Canadian players or a Canadian orchestra might do as much for this country as has been done for Great Britain by the Sadler's Wells Ballet Company whose highly successful tours of the United States and Canada have been made possible by the British Council. These tours can be profitable, both financially and artistically;

but they cannot be undertaken at all unless their expenses are guaranteed.

- (c) We do not possess in Canada a clearing-house or a centre of information on the arts, letters, humanities and social sciences. Inquiries from abroad often come to the Department of External Affairs which, unable to supply full and accurate information on all aspects of Canadian culture, refers the inquiries to one or another of the voluntary organizations, (The Canadian Music Council, the Social Sciences Research Council, the Dominion Drama Festival, the Canadian Arts Council). Most of these organizations operate on a very modest scale, and it is not generally appreciated that they find the burden of gathering the information and of answering inquiries, whether from abroad or from within the country, far heavier than their restricted resources can endure. We are informed, for example, that the Canada Foundation corresponded during 1949 with organizations and individuals in forty-two countries, and that its time is almost fully occupied in dealing with inquiries from Canada and from abroad. Very few of our voluntary organizations are affluent enough to employ a full-time secretary;¹ but, as they reasonably point out, they are constantly invited to assume, particularly in the interest of Canada's cultural relations abroad, the role of an information centre which many of them feel is a national responsibility.
- (d) There are in Canada many voluntary bodies whose work is of national importance but whose resources are inadequate for their growth or even for their survival. It seems to us demonstrable that the expenditure of public money, not large in amount but wisely directed, would ensure the continuance of these organizations, and that this would be in the public interest. There does not now exist in Canada any Board or Council to advise the Government on this matter. Moreover, as we notice in an earlier chapter, there are in Canada certain voluntary bodies which now receive small subventions from the Federal Government. We believe that a Board or Council competent to advise the government on its present and future subvention lists for voluntary organizations concerned with the arts and letters and with the humanities and social sciences would be a useful innovation and an administrative improvement.
- (e) Although Canada is a member of the United Nations Educational Scientific and Cultural Organization, there is not yet established in Canada any form of National Commission for UNESCO;

an undertaking to create such a Commission or an equivalent forms part of the UNESCO Constitution which Canada has accepted.

- (f) Although music and drama and ballet of professional excellence are available in a limited degree to a few of our larger urban centres, our smaller centres, apart from those contracting with concert bureaux, are largely dependent on the radio and on moving pictures, an inadequate substitute for the concert artist and the living drama. On the other hand, there are many Canadians gifted in music or the dramatic arts who, unable to venture on concert tours because of our great distances and costly travel, must be content with a precarious and unrewarding life in Canada, or go abroad where their talents are in demand.

5. These are the principal though by no means all the difficulties which have been brought to our attention by so many public-spirited organizations and citizens. Many of these problems stem, of course, from the stern realities of our geography and economics and for them there may be no full solution, although it is our belief that they may be mitigated by wise and determined action. We are faced, it seems to us, by a three-fold problem: cultural activity within Canada, cultural relations abroad, Canada's relationship with UNESCO; and we have been at great pains to determine whether this problem must necessarily be resolved by a three-fold recommendation, or whether a single answer could be discovered.

6. As an essential part of our inquiry we secured from many countries abroad precise and detailed information on the manner in which these general problems had been met. In this part of our study, however, we did not fail to bear in mind a point which was very clearly expressed to us in the submission of the Canada Foundation:

"When national policy for development of the arts, letters and sciences in Canada is devised, first consideration should be given to the specific and peculiar needs of Canada, and only secondary consideration should be given to the application of policies and methods adopted by other countries for the solution of their specific and peculiar cultural problems."²

On the second and third aspects of the problem noted above (cultural relations abroad and relationship with UNESCO) we found the experience of other countries of considerable interest and value to us, and reference has been made to this in earlier chapters. On the principal question, however, of the manner in which our Federal Government can properly and realistically contribute to the enrichment of Canadian cultural life, we have, with one important exception, not unnaturally received little help from abroad. Quite apart from the fact that the problems confronting

us have little in common with those in other countries, we find that in general they are dealt with abroad by a centralized Ministry of National Education or by a Ministry of Cultural Affairs, arrangements which, of course, in Canada are constitutionally impossible or undesirable; for we may say at this point that we are unable to agree with the submissions made to us recommending a new Ministry of Fine Arts and Cultural Affairs.

7. The one exception referred to above is the Arts Council of Great Britain; and we think it worthwhile to give a brief account of its origin and growth. On the outbreak of war in 1939, with black-out conditions and shiftings of the population, the prospects of the arts and of artists were seriously affected. Theatres and art galleries were closed, concerts could not be held, but at the same time there arose a great demand for the stimulus and relaxation which only the arts can give. Those who had known such things felt their loss keenly; others who had never heard fine music or visited a theatre or looked at original paintings became aware of what they had missed. To meet a widespread demand, a private organization, (The Pilgrim Trust), made available £25,000 to encourage the arts in wartime, and a Council for the Encouragement of Music and the Arts (C.E.M.A.) was formed early in 1940. Public response to the early activities of the Council was so encouraging that at the end of three months the Treasury agreed to make a grant of £50,000 conditional on the finding of a like sum from non-governmental sources; and for two years this project was financed by the Treasury and the Pilgrim Trust.

8. In 1942 the Treasury assumed entire financial responsibility for this essential wartime measure and rapidly increased its grants until in 1945-46 they amounted to £235,000. By the end of the war in Europe the main activities of this organization were so closely linked with the general cultural well-being of the nation that its continuance in peace time was highly desirable. The Chancellor of the Exchequer accordingly announced in the House of Commons in June of 1945 that this body was to be established on a permanent basis and was to be named the Arts Council of Great Britain with the object of encouraging knowledge, understanding and practice of the arts^{2a}.

9. In studying the work and the activities of the Arts Council of Great Britain we have noticed with particular interest the Council's awareness of the dangers inherent in any system of subvention by the central government to the arts and letters and to the culture of the country generally. At the time when the Arts Council was founded in 1945 the late Lord Keynes, then Chairman of the Arts Council, in a broadcast address spoke in part as follows:

"I do not believe it is yet realized what an important thing has happened. State patronage of the arts has crept in. It has hap-

pened in a very English, informal, unostentatious way, half baked if you like. A semi-independent body is provided with modest funds to stimulate, comfort and support any societies or bodies brought together on private or local initiative which are striving with serious purpose and a reasonable prospect of success to present for public enjoyment the arts of drama, music and painting.

"At last the public exchequer has recognized the support and encouragement of the civilizing arts of life as part of their duty. But we do not intend to socialize this side of social endeavour. Whatever views may be held by the lately warring parties, whom you have been hearing every evening at this hour, about socializing industry, everyone, I fancy, recognizes that the work of the artist in all its aspects is, of its nature, individual and free, undisciplined, unregimented, uncontrolled. The artist walks where the breath of the spirit blows him. He cannot be told his direction; he does not know it himself. But he leads the rest of us into fresh pastures and teaches us to love and to enjoy what we often begin by rejecting, enlarging our sensibility and purifying our instincts. The task of an official body is not to teach or to censor, but to give courage, confidence and opportunity".³

10. Sir Ernest Pooley, Chairman of the Arts Council, spoke thus to representatives of the Local Authorities of Great Britain who met on June 9, 1949, in London to discuss the 1951 Festival of Britain:

"As you know, the Arts Council is established by charter and its objects are to develop a greater knowledge, practice and understanding of the Arts, to increase the accessibility of the Arts to the people through the realm, and to improve the standard of execution. "We are trying to do all these things, sometimes successfully, sometimes not so successfully. We administer a Treasury grant; but we act independently. This is a very important experiment—State support for the Arts without State control."⁴

11. The Arts Council of Great Britain is, of course, concerned with the promotion of music and the arts, notably painting and the drama, only within Great Britain. To stimulate the knowledge abroad of the English language, of English literature and of British culture generally, and to foster close cultural relations with other countries, a separate body exists known as the British Council which was founded by the Government of Great Britain in 1935; its purpose and activities are discussed in an earlier chapter. We do not believe that the creation in Canada of a similar body with parallel responsibilities is either necessary or desirable. The encouragement of the arts and letters in this country, we believe, cannot be dissociated from our cultural relationships with countries abroad, and the creation of a separate body for this latter purpose would be otiose and could lead only to wasteful overlapping of functions.

12. We have considered with great care the very numerous representa-

tions from voluntary organizations on the importance of setting up in Canada a National Commission for UNESCO, as contemplated in the UNESCO Constitution, in order to make the work of this international body as effective as possible within our country, and that we may duly fulfil our own obligations abroad. We considered a number of detailed plans presented to us to determine whether in practice they would properly fulfil the main purposes of UNESCO—to facilitate in every possible way educational and cultural exchanges on an international scale as a means to better understanding. We have also considered the great variety of National Commissions which have been set up in various countries abroad.

13. Without implying criticism of the practices of other nations, we believe that Canada's purposes can best be served, not by setting up an additional body to promote the aims of UNESCO, but rather by recognizing that those aims would best be attained by strengthening and furthering the work of organizations already in the field. We have also recalled an observation made to us in another connection, that since our problems differ from those of other countries, we must not hesitate when it seems necessary to find new and different solutions. A council to stimulate the arts and letters in this country, particularly if it were also charged with the encouragement of Canada's relations abroad, would be doing exactly the kind of work which must be undertaken by a National Commission for UNESCO: it must maintain close relations with voluntary organizations in Canada; it must take an active interest in projects of general education; it must interest itself in all cultural affairs, and in these matters it must be prepared to exchange information with UNESCO and related international organizations. It might not, it is true, be designed to carry on the scientific exchanges which are an important part of the work of UNESCO. It could no doubt for this purpose secure the co-operation of the National Research Council which has numerous international affiliations. We believe therefore that if one agency were created to concern itself with voluntary effort in the arts, letters, and social sciences, to encourage cultural exchanges, and at the same time to act as a National Commission for UNESCO, wasteful duplication would be avoided and the influence and the prestige of the organization would be strengthened.⁵

14. In writing this Report we have been forced to turn again and again to the dangerous neglect of the humanities and social sciences, studies essential to the maintenance of civilized life. It was suggested to us that the success of the National Research Council in the encouragement of scientific studies offered an example that should perhaps be followed in the establishment of a National Council for the Humanities and Social Sciences. We believe, however, that the implied parallel is misleading; that the essential nature and value of these studies makes

it undesirable to isolate them in a separate body; that their present "plight" may be partly explained, as we have previously suggested, by an effort to subject them too rigidly to scientific techniques and methods of organization. Moreover, we are convinced that, in our country particularly, encouragement of these studies must be carried on to a considerable extent through international exchanges, and through closer contacts with France, Great Britain and with other European countries where traditionally they are held in great respect. We think that the very important responsibility of encouraging these studies through a flexible scheme of scholarships and grants can best be carried out by an organization which will be obliged by its other responsibilities to keep in the closest touch with cultural affairs at home and abroad, and with universities, particularly with Canadian universities which, as we have seen, are the focal point for so many of our cultural activities.

We therefore recommend:

- a. *That a body be created to be known as the Canada Council for the Encouragement of the Arts, Letters, Humanities and Social Sciences to stimulate and to help voluntary organizations within these fields, to foster Canada's cultural relations abroad, to perform the functions of a national commission for UNESCO, and to devise and administer a system of scholarships as recommended in Chapter XXII.*

15. We have given great care, in our deliberations, to the many submissions made to us concerning the appropriate composition of such a Council, notably from Canadian artists and writers who have urged that a Council be established which would be representative of their professional organizations. With this view we are unable to agree. We judge that the members of a policy-making body to be concerned with many complex aspects of Canadian life should be free to consider all problems before them without the restraints which normally would bind them too closely to the organization or to the group which they would represent. We were confirmed in this view by our decision to recommend one body only for the various functions which we have described, functions which cannot properly be carried on by a rigidly representative body. This is not to say, however, that a Canadian artist, a Canadian musician, a Canadian writer, or a Canadian scholar should not serve on the Council; if he does, however, he should sit in his capacity as a distinguished and public-spirited Canadian citizen rather than as the representative of a particular organization or institution, or of a specialized art. We should also consider it a misfortune if this Canada Council became in any sense a department of government, but we realize that since this

body will be spending public money it must be in an effective manner responsible to the Government and hence to Parliament.

16. It is apparent that the members of this Council should have those qualities, both individually and collectively, which would permit them to discharge suitably their grave responsibilities of encouraging the arts and letters, the humanities and social sciences, and of making most effective Canada's cultural relationships with other countries. For its complex and disparate duties we should imagine that the Canada Council would find it advisable to establish permanent committees on which the members would sit in accordance with their special experience and interests; it is, however, our view that in considering UNESCO matters the Council would find it essential to meet as a body.

We therefore recommend:

- b. That the Canada Council be composed of fifteen members including a chairman and vice-chairman, all to be appointed by Order in Council, and that appointments be made so that the Council shall be properly representative of the cultures and of the various regions of Canada.*
- c. That the Canada Council meet as may be found necessary but not less than four times a year; that the offices of the chairman and vice-chairman be full-time appointments; that other members of the Council serve without annual remuneration, but that they be granted their travelling and living expenses and an appropriate per diem fee while engaged on the Council's business; and that the Council be provided with the necessary secretarial staff.*

17. We do not think it advisable that officers of the Federal Government sit as members of the proposed Council; but in its deliberations it would undoubtedly need the expert advice of many departments of government. Similarly, in dealing with such special subjects as music, letters and creative arts, the Council would, we are confident, wish to draw upon the specialized knowledge and experience of many voluntary organizations and of individuals. For this purpose the Council might find it advisable to appoint advisory committees. We think it particularly important that in dealing, for example, with UNESCO matters the Council should work in closest association both with those voluntary organizations through which the work of UNESCO may be made effective in Canada and with certain departments of government, including those of Finance and External Affairs.

We therefore recommend:

- d. *That the Canada Council have the authority to invite to its sessions officers of departments and agencies of the Government, including the Canadian Broadcasting Corporation and the National Film Board, and that it give consideration to the appointment of advisory committees in the principal fields with which it will be concerned.*

18. We do not think it practicable or desirable that this Commission attempt to define in detail all the duties of the proposed Council. It will be clear, however, from our previous explanation of its functions that some of these are definite and precise, and that others can be described only in a general directive leaving particular policies to be developed by the Council through practical experience.

19. Of the functions which can be defined with some precision, the first are those of a National Commission for UNESCO. The Constitution of UNESCO and the practice of various member states suggest that a National Commission to perform its functions properly must, as we have said, keep in close touch with all interested voluntary organizations and must keep them in touch with each other, with the government of the country, and with UNESCO.

We therefore recommend:

- e. *That the Canada Council invite to an annual conference on UNESCO affairs representatives of not more than twenty national voluntary organizations competent to give advice on UNESCO matters; that of the twenty organizations not more than ten be nominated as permanent members of the annual conference; that the remainder be nominated for one year only, until all interested organizations have been represented; that the expenses of the conference, including the travelling and living expenses of the delegates, be borne by the Council.*
- f. *That the Canada Council take appropriate measures to extend the knowledge in Canada of UNESCO's purposes and programmes and in turn to ensure that those policies and practices best calculated to win the support and the confidence of the Canadian people are brought, through the Department of External Affairs, to the attention of the general conference of UNESCO.*

20. A second definite function of the Council we have already dealt with in our recommendations on scholarships, and this is also discussed in the present chapter. We have recommended that those responsible

for drawing up a plan for scholarships in the humanities and social sciences bear in mind the valuable experience of the National Research Council in this field. This does not mean that there should be a mechanical reproduction of an existing scheme, but rather that the Canada Council, as did the National Research Council, proceed gradually, working in close co-operation with university authorities and with voluntary bodies interested in the field. It is of the greatest importance that money made available for these scholarships be wisely spent not only to avoid waste, but to gain for the plan the prestige and the public support which we believe it to deserve.

21. To a third useful and even essential function of the proposed Canada Council we have referred at least by implication earlier in this chapter in commenting upon the fact that there does not exist in Canada a centre of information to which inquiries on the arts, letters, humanities and social sciences, both from abroad and from within Canada, could be directed. We have already recommended that the Canada Council perform the functions of a National Commission for UNESCO; for this purpose alone it seems to us apparent that a well-organized information centre will be an immediate necessity since much of the work of a national commission for UNESCO involves the assembling of information on various aspects of national life to make possible effective co-operation in the general programme of UNESCO. In addition, such an information centre could assume most of the burden of replying to inquiries, on matters within the scope of the Canada Council, from abroad and from within Canada, a task which in the past has been left largely to voluntary organizations.

We therefore recommend:

- g. That the Canada Council proceed as rapidly as possible to establish a central office of information on those aspects of the arts, letters, humanities and social sciences which fall within its competence.*

22. Of the other duties of the Canada Council we shall not speak precisely. Throughout the earlier part of our Report we have pointed out certain deficiencies in our national equipment as a civilized country, many of them of long standing; and we have now stated our conviction that many of these deficiencies might be most readily dealt with by a central body supported by federal funds but exercising wide powers of independent action. We are in full agreement that "the support and encouragement of the civilizing arts of life", in Lord Keynes' phrase, is a state duty; we believe that such a Council as we have proposed would be an effective means of providing this encouragement and support. The methods which should be adopted to this end will depend on many factors including

the extent to which the council can by wise and practicable decisions commend itself to the confidence of the Canadian people; it may however be found useful if we suggest some of the other responsibilities which in our view the proposed Council might assume.

We therefore recommend:

h. That the Canada Council, without limiting its freedom to advance the arts and letters, the humanities and social sciences in Canada, and to promote a knowledge of Canada abroad in the ways and by the means which it will judge appropriate, give consideration to the following proposals:

- (i) The strengthening, by money grants and in other ways, of certain of the Canadian voluntary organizations on whose active well-being the work of the Council will in large measure depend.*
- (ii) The encouragement of Canadian music, drama and ballet (through the appropriate voluntary organizations and in co-operation with the Canadian Broadcasting Corporation and the National Film Board) by such means as the underwriting of tours, the commissioning of music for events of national importance, and the establishment of awards to young people of promise whose talents have been revealed in national festivals of music, drama or the ballet.*
- (iii) The promotion of a knowledge of Canada abroad by such means as foreign tours by Canadian lecturers and by performers in music, ballet and drama, and by the exhibition abroad of Canadian art in its varied forms.*

23. We are under no illusion that the results which we trust may be achieved from the creation of the Canada Council can be attained cheaply; indeed, we observed in the introduction to this part of our Report that if we in Canada want a more generous and better cultural fare we must pay for it. It is obvious that the system of scholarships and awards mentioned above and the furtherance of the work of UNESCO in Canada would cost considerable sums of money. We have already remarked that the Council must count heavily upon the support of voluntary organizations in Canada and hence no doubt would find it economical to subsidize certain of them with modest amounts of money in order to make its own work practicable and effective. The Canada Council would need a competent staff and its secretary or senior officer would have duties at least as exacting as those of most deputy ministers. There would thus be inevitably certain immediate fixed expenses if the work of the

Council is to be worth-while. The development of the Council's work would naturally depend upon the extent to which it would be able to satisfy with wisdom and moderation a real public need, and, if successful in this, we do not doubt that there would be public support of parliamentary action in making adequate funds available to it. We do not find it possible to propose specific sums; we should, however, imagine that the Council would find it possible to perform its varied duties effectively with an annual budget which would constitute a very slight charge upon all members of the Canadian population. We venture to believe that our fellow-citizens would find this investment modest in relation to the returns which, we are confident, they could reasonably expect.

We wish to place on record a warm tribute to the devoted service of our Secretaries, Mr. Archibald A. Day and Mr. René Garneau. Their ability, energy and enthusiasm have been of the utmost help to us in our task. We wish also to express our sincere thanks to the other members of our staff, for the zeal and efficiency which they have shown in their work.

ALL OF WHICH WE RESPECTFULLY SUBMIT FOR YOUR
EXCELLENCY'S CONSIDERATION.

Vincent Massey, *Chairman*

*Arthur Surveyer

Norman A. M. MacKenzie

Georges-Henri Lévesque, o.p.

Hilda Neatby

Archibald A. Day, Secretary

René Garneau, Associate Secretary

May, 1951.

**Mr. Arthur Surveyer has signed this Report subject to certain reservations and observations in respect of Radio Broadcasting, Television and the National Film Board. These are set out in separate notes, immediately following.*

RESERVATIONS AND OBSERVATIONS BY MR. ARTHUR
SURVEYER ON RADIO BROADCASTING, TELEVISION
AND THE NATIONAL FILM BOARD

RADIO BROADCASTING

1. It is seldom that five people can reach completely identical conclusions on all the various aspects of a specific problem. This is particularly true when these five individuals come from different parts of Canada, have different backgrounds, education and careers and have to deal with a variety of vexed problems such as those submitted to this Commission of which they are members. Furthermore, in the history of Royal Commissions, particularly in Great Britain, it has been exceptional to find unanimous approval of the Report by the Commissioners.

GRIEVANCES OF THE PRIVATE BROADCASTERS

2. The main grievances formulated by the private broadcasters against what they describe as the autocratic powers exercised by the Board of Governors of the Canadian Broadcasting Corporation can be summarized as follows:

- (a) Refusal to allow private stations to initiate network operations or to enter into agreements with the American broadcasting networks or with American independent stations.
- (b) Refusal to allow the broadcasting of FM programmes different from a station's AM programmes, or to recommend the granting of television licences to individual private stations.
- (c) Refusal to recommend the granting of licences to private stations for more than one year, thus jeopardizing the station's investment and discouraging the spending of money for station improvements or for the betterment of programmes.
- (d) Excessive powers vested in the Canadian Broadcasting Corporation's Board of Governors which, it is claimed, could, if exercised ruthlessly bring about the bankruptcy of most private stations.

- (e) The regulations which the private broadcasters find particularly irksome are the restriction on network broadcasting, the obligation imposed upon private station affiliates to reserve time for national programmes, the regulating of advertising practices and the limitations on the use of recordings and transcriptions.
- (f) Aggressive competition for commercial advertising and for audiences by the Canadian Broadcasting Corporation, acting simultaneously as regulator and controller of the private stations while competing with them.
- (g) Absence of an independent regulatory body with authority over all broadcasting stations in Canada, including those owned by the Canadian Broadcasting Corporation, and with power to force the Corporation to follow its own regulations.

3. This demand for an independent regulatory body is the main point at issue between the private stations and the Canadian Broadcasting Corporation. The request for such a body has repeatedly been made by the majority of the private stations. It was backed, at the Commission's hearings, by associations representing the businessmen of the country, on the ground that nobody should act at the same time as controller and competitor, or as judge and litigant. The creation of an independent regulatory body was opposed by the voluntary associations which do not realize all the implications of the Broadcasting Act, but fear that any change in the *status quo* might reduce the number or lower the quality of the Canadian Broadcasting Corporation's programmes in which they are particularly interested. These voluntary associations also fear American programmes and their advertising, not realizing that the Canadian Broadcasting Corporation is the sole importer, practically, of American programmes which are brought into Canada over "land lines" rented from the telegraph companies.

4. Since the appointment of our Commission, some of the grievances listed above have been partly alleviated, notably by lengthening the term of the broadcasting licences from one to three years, and by granting temporary permission to individual stations to broadcast programmes on FM different from those broadcast on AM by the same station. The basic grievance, however, the lack of an independent regulatory body, still remains.

5. My colleagues consider that to take away the Canadian Broadcasting Corporation's regulatory powers and to vest them in an independent body, leaving the Canadian Broadcasting Corporation only as an operating entity in full charge of its networks and of its programming, would be fatal to the work of the national system. They recommend that the private stations should have the right to appeal to a Federal Court from the decisions of the Corporation's Board of Governors. This suggestion, however, does

not solve the basic problem of the relations between the Corporation and the private stations. The Board of Governors would become a Court of first instance instead of a Court of last instance, as at present, but it would still remain as judge in its own case.

6. The fact that the Court of Appeal would be called upon to decide on an issue which had already been decided by the Board of Governors, would, inevitably, prejudice the issue in favour of the Governors' decision. Moreover, most cases would have technical aspects which the Court would not be competent to decide, even with the help of occasional assessors. Furthermore, the majority of the questions submitted for appeal would require quick decisions which no Court of Justice could be expected to render in time on account of the cumbersome processes of law.

THE NATIONAL BROADCASTING SYSTEM

7. Most of the voluntary associations which have testified in favour of the present system of broadcasting operations and control do not realize the role of the private stations or the conditions under which they operate, either as network stations or as isolated stations. They do not know that in 1932, when the Canadian Broadcasting Act was enacted, there were already 70 private stations in operation under licences granted under the Radio Telegraph Act. These private broadcasters had carried out, at their risk and expense, all the pioneering work entailed in the development of any new industry. The pioneering expenses, in the case of a revolutionary industry such as broadcasting, must have been particularly heavy and the Government agency was able to take full advantage of the technical experience gained by the private broadcasters and manufacturers, thus saving certainly a great deal of money.

8. There is a tendency on the part of the general public to minimize the importance of the private stations within the national broadcasting system. There are at present 150 broadcasting stations in Canada; 15 are owned by the Canadian Broadcasting Corporation, and 135, or 90% of the total, are privately owned. The three Canadian Broadcasting Corporation networks consist of 14 Canadian Broadcasting Corporation stations and 68 community station affiliates, plus about 20 supplementary affiliates. The total national broadcasting system therefore consists of 102 stations, nearly 86% of which are privately-owned.

9. In the brief submitted to our Commission at the Ottawa hearings, the Chairman of the Board of Governors, in voicing his objections to the demands of the Canadian Association of Broadcasters for permission to form networks of their own, revealed at the same time the importance of the private stations:

"An attempt at private network operation could be made only if stations were withdrawn from networks of the national system. This would leave gaps in the nation-wide coverage of the national system and very seriously affect its ability to carry on its services. The system would, in effect, cease to be national."

10. Doubtless, if the Canadian Broadcasting Corporation were deprived of its private affiliates, it would be hard put to fulfil its educational and unifying functions. It would probably lose some of its gross commercial revenue which now exceeds four million dollars a year, (C.B.C. reports net commercial revenue after deducting payments to affiliates and to agencies but before deducting operating expenses and overhead). The arrangement described later would not disrupt the national broadcasting system, as the Canadian Broadcasting Corporation's chairman seems to fear, because private stations would have to obtain permission from a Government agency to form and operate private networks.

11. In order to appraise judicially the services rendered by stations owned by the Canadian Broadcasting Corporation and those rendered by the private stations, it is necessary to differentiate between the functions which the Broadcasting Act imposes on the Canadian Broadcasting Corporation and the limitations which financial necessities place upon the activities of the private broadcasters. No private station could carry on a programme policy such as that of the Canadian Broadcasting Corporation or such as requested by some of the associations without running into financial difficulties. The dissimilarity is comparable to the difference between the British and the American systems. In Great Britain, where the funds are supplied by the owners of receiving sets, the objective is to give the people what they ought to have; in the United States, where broadcasters have to pay all their expenses out of their own income, the policy is to give the audiences what they want. The Canadian Broadcasting Corporation tends to follow the British Broadcasting Corporation policy, tempered by the obligations to carry commercial programmes and by the demands of sponsors of these programmes who, in view of the importance of the gross revenue which they bring (\$4,316,000 last year), sometimes try to impose their wishes on the Canadian Broadcasting Corporation.

12. There is a tendency to under-estimate the importance of advertising in the economic life of the country. One of the most serious problems in Canada is the smallness of its domestic market compared with its productive capacity. The American philosopher who claimed that "people would beat a path through the forest to your door if you made a better mouse trap" was wrong. He did not realize that in order to sell goods people must know that they exist and must learn through the various advertising media the quality of these goods and their possible usefulness. As pointed out by H. A. Overstreet, in *The Mature Mind*, "basic to a

high productive economy is the process of letting people know what has been produced".¹ In this connection, it might be argued that the private stations advertise Canadian goods while the Canadian Broadcasting Corporation commercial network programmes advertise chiefly American goods, made either in the United States or in the Canadian plants of American Companies.

EDUCATIONAL PROGRAMMES IN THE UNITED STATES

13. With the possible exception of some of the educational programmes produced by the American networks and which come occasionally over the Canadian Broadcasting Corporation's own networks, we do not hear the programmes broadcast by the American institutions of education. This question of the broadcasting of "educational or public service programmes", as they are sometimes called, is very important and it may not be out of place to review here what is being done in the United States in the hope of drawing some lessons which might be applicable to Canada. The information given here has been derived from a book published in 1946, entitled *Radio the Fifth Estate*, by Judith C. Waller, director of Public Service, Central Division of the National Broadcasting Company. In addition, mention is frequently made in Miss Waller's book, of a publication called *Education on the Air*, which, apparently, has been published yearly since at least 1930, probably in Washington. It will no doubt come as a surprise to Canadians to learn that at one time, probably in the twenties, there were 202 private broadcasting stations in the United States owned by universities, colleges and schools. In 1945, however, the number had dwindled to twenty-six stations, but it has increased since and there are now about 40 stations, owned by American Colleges and Universities, which broadcast educational programmes. There are in addition over 20 applications for licences pending before the F.C.C. These stations are subsidized in various ways and are classified by the F.C.C. as "Non-Commercial Broadcast Stations licensed to an organized non-profit-educational agency for the transmission of education and entertainment programs to the public".²

14. The Federal Communications Commission (F.C.C.) was created in 1934 to replace the Federal Radio Commission organized in 1927. The commercial interests were, at the time of the organization of the F.C.C., doing their utmost to improve their educational broadcasts and were showing more willingness to co-operate with all public agencies as well as with the schools themselves. It, therefore, seemed less necessary that any fixed percentage of time or facilities should be set aside for "educational institutions and government agencies". Nevertheless, the F.C.C. decided that co-operation in educational matters between broadcasters and interested

groups should be under the direct supervision of the Commission itself. A new body, the Federal Radio Educational Committee, was therefore created in 1935, with a membership of forty (now reduced to fifteen), representing educational stations, independent educators, networks and local commercial educational stations.³

15. The oldest educational radio station in the United States is that of the University of Wisconsin. It is operated by the Division of Radio Education, a department of the University. There is also a Faculty Radio Committee of seven representatives from various divisions of the University: music, agriculture, speech, etc. This Committee serves as an advisory and policy making body. Its programme schedule is planned, first, with the listener in mind and, secondly, with the idea of what the service may do for the University, realizing, of course, that good programmes mean good publicity. "The educational station", as explained by Harold B. McCarty, Director of the University of Wisconsin radio station WHA, "seeks to advance the public taste and elevate existing wants, not merely satisfy them. . . . As universities and colleges are constantly reaching out for new truths and new interpretations, so it is possible for educational stations to do likewise."⁴

16. A number of these educational stations have switched from AM to FM broadcasting on account of the superior quality of the broadcast reception because static is not transmitted through the FM receiver. "Some States, notably Michigan, have even gone so far as to set up the structure for State-wide FM networks, so that each school may be in a position to contribute a specific type of programme to the daily programme schedule. In this way, a well-rounded and interesting programme schedule may be maintained. Other States have also indicated an interest in the same type of service. It would seem that through these new channels education by radio has finally come into its own."⁵

17. I revert now to the Canadian problem and particularly to the programmes broadcast by the private stations. It has been acknowledged that these stations play a useful role in the activities of their community, but they have been criticized for not giving more programmes which could be classified as educational. "An educational program" has been defined as "one which raises standards of taste, increases the range of valuable information, or stimulates audiences to undertake worth-while activities. In short, an educational program is one which improves the listener".⁶

18. At one time there was a suggestion made in the United States Senate that every radio station should be required to set aside at least 15 per cent of its time for educational purposes. No such law was passed but the Act providing for the granting of licenses "has been interpreted as meaning that a certain percentage of radio programmes must be educational, informative, cultural or whatever other word one may choose to

designate those programmes which are not pure entertainment".⁷ There is no such compulsion in Canada and the private stations take advantage of it, but it can be argued that by carrying free all the Canadian Broadcasting Corporation's educational programmes, the private station affiliates contribute in a substantial measure to the effectiveness of the national educational campaign.

19. The local stations have also been taken to task for not encouraging sufficiently the development of local talent. It is fair to point out that the same criticism, though in milder terms, has been levelled at the Canadian Broadcasting Corporation for not originating more of its musical programmes outside of the large centres. Even such an important broadcasting centre as Quebec claimed, at our hearings, to have been neglected by the Corporation. This shows that it is not easy to utilize local talent in small communities: firstly, because it is generally non-existent, secondly, because it is not economical. In this connection, the evidence given at the Montreal hearings by one of the representatives of the Canadian Marconi Company is pertinent:

"The use of such performers [local talent] is desirable but not to the extent of excessive broadcasting of immature talent that can make better use of the private practice room or the school auditorium. Nor should a well-run station sacrifice all else to pay too large a number of professionals. One must realize that four or five musicians and a singer cost \$150 or more for a quarter-hour broadcasting. Only two such quarter-hours a week mean over \$15,000 per year. This is beyond the resources of all but a few Canadian stations if they are to effectively support other community activities. Then again only the larger cities can provide even this much really professional talent."⁸

20. There is no doubt that some of the private stations, particularly those located in the larger cities, make good money. But in 1948, 27% of the stations of the Canadian Association of Broadcasters did not make both ends meet and the remaining 73% which showed a profit had an average net after taxes of \$17,300 per year. Of course it is impossible to tell if these stations were run efficiently or to ascertain if the owners withdrew exorbitant or reasonable salaries. Nevertheless, it is not quite logical to expect private stations to go willingly into the red to produce the type of artistic or educational programmes which the voluntary associates expect the Canadian Broadcasting Corporation to supply. It is better for the local stations to offer most of the free time which they can spare to the encouragement of community activities. The Australian Broadcasting Act of 1948 recognizes the fact that you cannot expect the private stations to lose money in the public interest; it empowers the Australian Broadcasting Control Board "to provide financial assistance to the commercial broadcasting stations for the purpose of ensuring that programmes

of adequate extent, standard and variety are provided in the area served by those stations”.

RECOMMENDATIONS FOR AN INDEPENDENT REGULATORY BODY

21. I do not agree with the demands of the Canadian Association of Broadcasters for permission to enter into broadcasting or telecasting agreements with American networks or stations, or with their desire to organize their own separate networks without the authorization of the Control Board suggested below. I believe, however, that as a matter of elemental equity their demand for an independent regulatory body should be granted.

I therefore recommend:

- (a) *That the Canadian Broadcasting Act should be amended to provide for the creation of an independent regulatory body with authority and jurisdiction over the activities of both the privately and the publicly owned broadcasting and telecasting stations, this body to report to the Minister of Transport and to be known as the Canadian Broadcasting and Telecasting Control Board.*
- (b) *That persons engaged in broadcasting or telecasting in Canada directly and adversely affected by a final decision of the said Control Board on any matter on which this Board has final authority be granted the right of appeal to a Federal Court against any substantial miscarriage of justice.*
- (c) *That persons engaged in broadcasting or telecasting in Canada be granted the right to notice of consideration by the Control Board of matters directly affecting them, and the right to full opportunity to be heard in such matters in person or by counsel and to a public hearing on request.*

22. It has been suggested that in order to avoid the difficulties which beset the Australian Broadcasting Control Board, shortly after it took over some of the duties of the Australian Broadcasting Commission, an attempt should be made to outline as precisely as possible the modified functions of the Canadian Broadcasting Corporation and of its Board of Governors, as well as the duties entrusted to the suggested Canadian Broadcasting and Telecasting Control Board. The following paragraphs aim to delineate the respective functions of the operating body and of the regulatory body. No attempt has been made, however, to rewrite the Canadian Broadcasting Act.

RESTRICTED FUNCTIONS OF THE PRESENT CORPORATION

23. The Canadian Broadcasting Corporation would remain as an operating body only, with all the powers conferred upon it by Article 8 of the Canadian Broadcasting Act, save that in the event that the Corporation and the private stations were unable to agree on the conditions for the broadcasting of the Canadian Broadcasting Corporation's programmes the matter would be referred to the Control Board for final decision.

24. The Canadian Broadcasting Corporation would remain in charge of operation of its own stations and networks, but the rates charged to the private broadcasters for line transmission of their own programmes or of those of the Canadian Broadcasting Corporation would be subject to the decision of the Control Board in the event of disagreement. (Articles 10 to 20, both inclusive, of the Broadcasting Act, would, *mutatis mutandis*, govern the Canadian Broadcasting Corporation's operations).

25. The Board of Governors of the Canadian Broadcasting Corporation would be replaced by a Board of three Directors, plus the Chairman of the Corporation. The members of the Board of Directors would be appointed by the Governor in Council and chosen for their business acumen and administrative ability to represent the taxpayers at large, and to help the Chairman to keep the operations of the Corporation on an economical and efficient basis, having in mind the basic reasons for the existence of the Corporation as a publicly-owned agency, viz.: to encourage national unity and promote better understanding between the different parts of Canada; to broadcast programmes tending to help the nation towards maturity; to develop its taste; to encourage the study of the arts letters and sciences, and to counterbalance the influence of some of the immature American commercial programmes by gradually replacing them by suitable Canadian programmes.

AUTHORITY OF THE MINISTER OF TRANSPORT

26. The Corporation and the proposed Control Board would be responsible to the Minister of Transport who would exercise all the powers conferred upon him by the Radiotelegraph Act and by the provisions of the Canadian Broadcasting Act, Article 22, paragraphs (4) and (5), and by those of Article 24, save that the recommendations regarding the application for licence to establish private or national stations would be made to the Minister by the Control Board instead of by the Corporation as at present.

27. The licences granted by the Minister to any broadcasting station should be for a period of five years, but subject, upon recommendation of

the Control Board, to suspension for failure to comply with any of the major provisions of the Canadian Broadcasting Act or with the main regulations under this Act or under the Radiotelegraph Act or its regulations.

COMPOSITION AND FUNCTIONS OF THE CANADIAN BROADCASTING AND TELECASTING CONTROL BOARD

28. The Canadian Broadcasting and Telecasting Control Board would consist of five members appointed by the Governor in Council and would have the following qualifications:

A Chairman who should be a man with a judicial mind and a broad general culture to enable him to appraise the quality of the programmes broadcast or telecast in Canada.

Three members, each suggested to the Governor in Council by the Department of Transport, the Canadian Broadcasting Corporation and the Canadian Association of Broadcasters, respectively.

The fifth member, to be selected at large, should be an educator or a former educator of a broad general culture and with practical knowledge of pedagogy and of psychology.

29. The members of the Control Board should be adequately remunerated to enable them to devote their whole time to the work of the Board. Members of the Control Board should, upon appointment, sever all other ties and interests in the field of broadcasting and telecasting. The Control Board would be helped, in its task of ensuring adequate programmes and a well-balanced schedule of programmes for Canada, by Regional Advisory Councils selected to represent adequately the different parts of Canada, as well as the basic disciplines in Arts, Letters and Sciences. The Control Board could be financed from transmitters' annual licence fees which would be paid by all broadcasting and telecasting stations.

30. It is not contemplated that the Control Board would exercise its powers over programmes in an autocratic manner but rather that it should by persuasion and by discussion with representatives of the broadcasting stations raise the general standard of the programmes broadcast in Canada, for the purpose of fostering national unity, cultivating the artistic taste of the people, supplying well-balanced entertainment, and encouraging the study of arts, letters and sciences in general, and more particularly of the economic and social problems which face the nation. The powers granted to the Control Board to suspend the licence of any broadcasting station for violation or non-observance of the regulations made by the Board or of any order given by the Board should be used with discretion and after due warning had been given to the station or stations.

REGULATORY POWERS OF THE SUGGESTED CONTROL BOARD

31. The regulatory functions of the Control Board would be, *mutatis mutandis*, those enumerated in Articles 21, 22 and 24 of the Broadcasting Act; the Board of Control would be empowered to adopt the existing regulations or to make new regulations.

32. The regulations which the Corporation (to be replaced by the Control Board) has the power to enact and listed in Article 22 can be summed up as follows:

- (a) control of the establishment of networks;
- (b) reservation by private stations of periods for broadcasting of the Canadian Broadcasting Corporation programmes;
- (c) control of character of all programmes broadcast by the Canadian Broadcasting Corporation or by the private stations;
- (d) limitation of time devoted to advertising and control of character of advertising broadcast either by the Canadian Broadcasting stations or by the private stations;
- (e) stipulation of time devoted to political broadcasts by stations owned either by the Canadian Broadcasting Corporation or by private broadcasters and equitable assignment of time on an equitable basis to all parties and rival candidates.

In article 22 (2) any disagreement between the Canadian Broadcasting Corporation and the private broadcasters for the broadcasting or telecasting of the Canadian Broadcasting Corporation's programmes would be referred to the Control Board instead of to the Minister as at present.

PERIOD OF TRANSITION

33. In order to enable the Control Board to complete its organization, the amendments to the Canadian Broadcasting Act should only come in force three months after the modified Act had been passed by Parliament and assented to by the Governor-General. In the meantime, the Corporation should continue to exercise its present functions in matters of routine only, but without taking any major decision which might affect the *status quo*. Pending the coming into force of the Act, the Control Board should in relation to programmes of the Canadian Broadcasting Corporation, consult representatives of the Corporation and, in relation to programmes of the private stations, consult representatives of the Canadian Association of Broadcasters. Existing regulations should also be reviewed at the same time for the purpose of ironing out possible disagreements.

DISCUSSION OF OBJECTIONS ADVANCED AGAINST THE CREATION OF AN
INDEPENDENT REGULATORY BODY

34. The principal objections raised by my colleagues against my suggestion, made some months ago, in favour of an independent regulatory body such as outlined in the preceding pages are practically all concentrated in paragraphs 36 and 37 of Chapter XVIII, the pertinent parts of which are quoted below accompanied by my rejoinder:

“36. We have considered these proposals [for an independent regulatory body] and find that they would either divide and destroy, or merely duplicate the present system of national control”.

DESTROY, DIVIDE AND DUPLICATE

35. The fear that an independent body would *destroy* the national system is based on the assumption that the private broadcasters would under the new set-up be free to make connections with the American networks or with the American independent stations, and would also be at liberty to constitute and operate at will private networks. The arrangement suggested in the preceding pages provides that the private broadcasters could not do any of these things without first obtaining the permission of an impartial Governmental agency, namely, the suggested Broadcasting and Telecasting Control Board. The only difference with present conditions would be that the Control Board would take the place of the Corporation's Board of Governors and, in case of disagreement, would set the rates for the broadcast or telecast of the Canadian Broadcasting Corporation's sponsored or sustaining programmes by the affiliated private stations. The Control Board would also deal with any other disagreement which might arise between the Canadian Broadcasting Corporation and the private broadcasters.

36. Divide? Certainly: in order to provide for a better distribution of labour and to relieve the Corporation from the heavy responsibilities which it has to assume under the existing Act. Ever since the writing of the American Constitution it has been recognized that no single body could be entrusted with legislative, judicial and executive functions. Yet this is what the Governors of the Corporation have to do: they have drawn up a set of regulations (some of which they ignore, such as that against broadcasting news already published by a newspaper); they act as judges and decide upon pecuniary disagreements between members of their own staff and the private broadcasters; they are charged with the administration of the budgets of the Canadian Broadcasting Corporation, the International Service (and of Television, in the near future), involving yearly expendi-

tures which threaten to reach \$20,000,000 within the next two or three years. The Canadian Broadcasting Corporation, freed from its legislative and judicial functions, could concentrate on the operation of its broadcasting stations and of its three networks and on the production of better and more varied programmes for radio as well as for television, in accordance with suggestions made by the new Control Board.

37. As explained above, there would be no duplication under the suggested arrangement; each body, the Corporation and the new Control Board would have definite and separate functions to fulfil. The three Directors of the Corporation, who might be three of the present Governors, would have the duty, as representatives of the taxpayers, to attempt to keep expenditures within reasonable limits. It is very difficult for part-time Governors to resist the enthusiasm and persuasion of a full-time Chairman, steeped in the technicalities and in the details of the agency which he directs. It is logical for the head of an organization, be it privately or publicly-owned, to have the tendency to expand its activities as much as possible in order to increase the usefulness and the importance of his organization. This should not be taken as an arraignment against the present able and persuasive Chairman of the Canadian Broadcasting Corporation, but solely as a recognition of a legitimate ambition common to all energetic chiefs, but which nevertheless must be held in check, particularly when the money of the taxpayers is involved.

ASPECTS OF BROADCASTING NOT RAISED AT THE HEARINGS

38. There is no doubt that radio and television are two very powerful media, but, at the present time, psychologists and educators are more alarmed at their possibilities for evil than enthused at their possibilities for good. Mr. H. A. Overstreet, well-known American psychologist, in a recent book, *The Mature Mind*, expresses the following disturbing views on the effect of radio programmes on the people, which are paraphrased or cited below: there is no doubt about it; an amazing new force has entered our human scene. Will it become a new major force for our maturing? Or will it so lend itself to our immaturities that these will become more tenacious than ever? A simple Yes or No answer is not possible. Radio has poured into our homes great symphonic music, the news of world transforming events, great poetry, great speeches, great drama. . . . It would be strange if all this could happen without some increase in maturity happening also.⁹

39. As Overstreet points out, for one notable programme lasting a scant half-hour or less, scores of lesser programmes with their ubiquitous advertising of goods have occupied all the other bands of the air all day

and all night long. In the total mass, the proportion of greatness to the proportion of littleness has not been encouraging. From the psychological angle, then, the average level of radio programmes betrays our immaturity quite as much as it fosters that immaturity.

"One programme-building assumption has been that people must not be asked to keep their attention focused on any one thing for more than a few minutes at a time. This aspect of the radio formula must be of major concern to all who care about human maturing. One mark of the psychological growth of the human being, from infancy through childhood and into adulthood, is the lengthening of the attention-span. The immature mind hops from one thing to another; the mature mind seeks to follow through. Whatever other influence it may exert for our maturing, radio is on the side of lifelong immaturity in the constant invitation it offers us to develop hopscotch minds."¹⁰

40. Another writer, whose views of mass communication media are pertinent to this study is Mr. Gilbert Seldes who published, in October of 1950, a book entitled *The Great Audience*, from which have been abstracted the following comments on American programmes.¹¹ In one of the chapters entitled "A Nation of Teen-Agers", Seldes claims that the policy adopted by advertisers in the various media aims at the glorification of youth and the prevention of maturity. The economics of advertising are simple: "Young people stay alive longer, and if they get the habit of buying a magazine or a lipstick or a shaving cream in their youth, they are profitable customers, theoretically, to the end of their lives. If you get them young they stay with you longer." People must be kept young even if they grow older. There is a determined effort to perpetuate the adolescent mind. Nothing in the popular arts suggests to people of thirty or forty that they can safely read a book, discuss politics, bother about juvenile delinquency, serve on a jury, earn a living or write a letter to the editor—all of these things and a thousand others are the stigmata of maturity and must be practiced in secret, if at all. In fourteen million homes equipped with radio, *no* magazines are read; families with television sets read fewer magazines than those who do not have them; half the adults in America never buy books.¹²

41. The philosopher of the life of reason exhorts us: "Let us be frankly human, let us be content to live in the mind." Adult life is the life that the average man can lead if he is not prevented. But he is prevented if he is constantly being urged not to put away childish things, to shrink from the awful consequences of a mature and responsible life. The devices for delay in maturity are heavily capitalized; the enterprises that profit by our coming of age are relatively few. There is no vested interest in maturity, although the maturity of its citizens is the prime interest of the nation.

"Preach, dear sir", wrote Jefferson, "a crusade against ignorance." And he might now add against "immaturity".¹³

42. The reasons which have led me to abstract, paraphrase and cite a number of passages from the books of Miss Waller, Mr. Overstreet and Mr. Seldes, is that I found in them the expression of views which I shared and which were expressed better than I could have done. Furthermore, it was evident that the opinions of these experts would carry more weight than those of an engineer. I have quoted or reworded many passages from these works because they have shown facets of the broadcasting problem which were not raised at our hearings but which are vitally important and basic to Canada's broadcasting and telecasting problems, in which the question of our maturation is at stake. It is true that the comments by Miss Waller, by Mr. Overstreet and by Mr. Seldes refer to the American situation, but there is sufficient similarity between the two countries to make them applicable to us. Furthermore, there is no evidence that this matter of speeding up the passage from adolescence to maturity has been given sufficient consideration and study in Canada. The excerpts and quotations given above reveal what heavy responsibilities will be placed on the shoulders of the members of the independent regulating body charged with the task of not only arbitrating on the disagreements between the Canadian Broadcasting Corporation and the private broadcasters, but also with the more difficult mission of planning an adequate and well-balanced schedule of radio and television programmes for Canada. It is obvious that the group of men who will have this double responsibility should not be charged with this other double duty of operating the Canadian Broadcasting Corporation networks and of producing the programmes suggested by the new Control Board.

GENERAL OBJECTION TO THE SUGGESTED CONTROL BOARD

43. My colleagues in their paragraph 37 have the following comments anent the suggested Control Board:

"But it may be argued such a body would have the power to improve but not to destroy. It could concern itself with the progress of public and private stations and strive for the improvement of both in the public interest. The theory may sound plausible but we doubt very much whether it would be effective in practice."

The opinions of Messrs. Overstreet and Seldes quoted above and the arguments developed in the preceding paragraphs indicate that the tasks ahead are so important, varied, and conflicting that they could not be successfully carried out by a single body. There is a great amount of work to do for both the Canadian Broadcasting Corporation as operator

of an important broadcasting system and for the suggested Control Board as an arbitrator between the C.B.C. and the private broadcasters and in inspiring both privately and publicly owned stations in the matter of developing adequate programmes. I do not share the view expressed by my colleagues at the end of their paragraph 38 to the effect that "the completely separate regulatory body contemplated must treat all alike". Obviously the new Control Board would be bound to require a higher standard of programmes from the publicly owned stations than from the privately owned stations since the last named have to earn a sufficient revenue to cover expenses while the C.B.C. does not have to worry about making both ends meet since the Government is there to shoulder the deficits. I believe that the Control Board suggested would greatly improve the present situation not only from the paramount necessity of meting out justice to the competing parties but also from the equally important problem of increasing the variety of the programmes as well as raising their standard throughout Canada.

THE FINANCIAL PROBLEM OF THE CANADIAN BROADCASTING CORPORATION

44. The Canadian Broadcasting Corporation has stated that it requires a yearly amount of \$14,200,000, distributed as follows:

Current expenditure	\$ 7,500,000
Amount to maintain services at present levels	3,000,000
Improvement and extension of services	2,200,000
Production of new programmes to take the place of less desirable commercial American programmes	1,500,000
	<hr/>
	\$14,200,000

There is no doubt that the Canadian Broadcasting Corporation should be granted whatever amounts are needed to maintain an adequate service both in broadcasting and telecasting for the purpose of fulfilling the aims of the Canadian Broadcasting Act. Although the expenditures of the Canadian Broadcasting Corporation appear reasonable when compared with those of the British Broadcasting Corporation, the Commission does not know whether or not the operations of the Corporation are efficient, nor if substantial savings could not be realized by entrusting the production of commercial programmes to private producers. This suggestion stems from my conviction that, as a rule, private organizations can produce more economically than governmental agencies. Moreover, the State is now forced to undertake so many new activities and to carry so many new burdens, that it is reasonable to suggest that it should attempt commercial production only when private enterprise is unable or unwilling to venture. Two of the great American networks, Columbia Broadcasting

System and National Broadcasting Corporation, have recently adopted the policy suggested above. They were induced to abandon the production of commercial programmes partly as a result of the aggressive competition of the talent agents, who had gone in for production, and partly on account of an F.C.C. decision. Mr. Seldes explains the situation somewhat as follows: "A new profession grew up, the independent inventor who made his own programme, hired talent, recorded a sample or two, prepared a budget, and offered the entire package to any buyer. The discomfited networks saw the most interesting part of their business taken away. They have never entirely given up trying to create programmes and the National Broadcasting Corporation and the Columbia Broadcasting System each had a subsidiary talent agency until the propriety of such combinations was questioned by F.C.C. One excellent result of the entire operation was that after they sold their birthright as creators of entertainment, the networks with time to fill spent their energies on sustaining programmes."¹⁴

45. The estimated amount of \$14,200,000 is certainly expandable and it is doubtful if anybody can offer a reliable estimate of the probable requirements of the Canadian Broadcasting Corporation for the next three or five years. The replacing of some of the American programmes by Canadian programmes, although desirable, will be difficult and expensive. There is a scarcity of trained broadcasting talent in Canada, particularly at the price offered, because we have not, as they have in the United States, the educational stations owned by colleges or by universities, nor have we what is called "radio workshops" which are set up by high schools or colleges for the following purposes:

- (a) training students for professional radio;
- (b) for teaching and directing radio school activities;
- (c) for the development of discriminatory listening;
- (d) training to develop better educational programmes;
- (e) stimulating experimental research in the programme field, or, as a final objective given by the Syracuse University Workshop,
- (f) encouraging interest in local educational programmes to the end that these eventually may be organized into a community radio project.

To all of these purposes, George Jennings, of the Chicago Radio Council, adds: "To awaken within the student a realization of the power of modern radio as a medium of propaganda, of education, and of cultural dissemination, as well as a medium for entertainment and advertising."¹⁵

46. I am in general agreement with recommendations *k*, and *l*, of my colleagues, but I doubt if the population of Canada will grow rapidly enough to keep up with the increase in the Canadian Broadcasting Cor-

poration's yearly expenditures. Eventually, either the licence fee will have to be increased or the statutory grant raised, unless substantial savings can be realized. It might be advisable to adopt the Australian formula of charging a licence fee for each receiving set instead of charging only one fee per household. There is no doubt that in the cities most of the households have at least two receiving sets. I do not know how successful is the collection of these licence fees in Australia, but certainly the cost of collection would be increased as it would necessitate an inspection of the homes which might entail legal difficulties.

TELEVISION

1. The Canadian Broadcasting and Telecasting Control Board should, as its name implies, play the same role in connection with the activities of the Canadian Broadcasting Corporation and of the private telecasters as those outlined in the preceding chapter in connection with broadcasting. The difficulties in operating video stations and networks and in producing suitable programmes for television will be greater than those involved in radio broadcasting. This is an additional reason for liberating the Canadian Broadcasting Corporation from its regulatory functions, leaving it free to concentrate on the economical operation of the national broadcasting and telecasting system.

2. The situation in television is changing every day. Colour telecasting seems to be out for an indefinite period as a result of the decision of a Federal Court in Chicago, forbidding the Columbia Broadcasting System to go on the air with commercial telecasts until April 1st, for the purpose of giving the parties the time to appeal to the United States Supreme Court. It is probable that by the time the Supreme Court hands down a decision, all the materials normally used in TV manufacture, either for colour or for black-and-white telecasting, will be going into military equipment. In the meantime all Companies are working to improve their colour telecasting systems, so that it is impossible to predict what will happen when the decision of the Supreme Court will be made public.

3. Programme production costs, already very high, will go higher which will tend to limit the number of live programmes in favour of films or of kinescope recordings. At the hearings of the Committee of the House, on Broadcasting, held last summer, the Chairman of the Canadian Broadcasting Corporation gave an estimate of the probable cost of the Canadian Broadcasting Corporation's television operations, based on telecasting for only a few hours a day from Montreal and from Toronto. The estimates given were the following:

For the first year of operation	\$1,500,000
For the second year	\$2,175,000
For the third year	\$2,825,000
For the fourth year, about	\$3,000,000

At the present time, there are about 25,000 receiving television sets in Canada, and it is estimated that a population of 2,500,000 people could receive American programmes. This is disquieting because the commercialism of the American television programmes is even more blatant than that of the radio programmes, and the intellectual level is definitely lower.

4. The amount of unimaginative and tasteless entertainment already offered by television seems to justify the dour prediction of Charles A. Siepmann who says that television will probably "conform rapidly to a few . . . stereotyped conventions. It will be ingenious and inventive but artistically poor. Except on rare occasions, and for some time to come, its true scope as a medium of expression will not be fully realized."¹ Mr. Seldes, who quotes Siepmann, adds his own views on what television should attempt to do:

"It is not for aesthetic reasons but for plain profit that the managers of television should be searching out its prime qualities. . . . The essential nature of television is obscured by the apparently limitless number of things it can do, and what is expedient at the moment is to keep television forging ahead and to give it time to grow."²

5. The tendency of television to exploit and exaggerate the appetite for looking at sports is considered as an indication that the general level of its programmes will not rise above the sports-lovers' limitations. Seldes gives as evidence the fact that the saloon audience shouted "turn on the fights" when the first grand opera was transmitted from the Metropolitan. He wonders if television intends to build up a mass-minority audience at the sport level, satisfying only one ruling passion and leaving untouched all other interests and curiosities that human beings, including sports-lovers, enjoy.³ True, the people who sit in the grandstands are responsible citizens at other times, but the danger lies in the fact that a mass medium creates its audience by its average and "the audience that television will create if it excites and feeds only one group of appetites will be lower in the scale of human values simply because so many natural human wants will go unsatisfied and so many capacities will atrophy from disuse."⁴

6. Seldes' greatest fears are the influence of the comics and the fact that high school students now spend about as many hours watching television as they spend in school:

"There is at present no satisfactory social apparatus for compelling the net works to bring more useful programmes to the children, and no one dreams of asking them to stay off the air at stated hours. On the other hand, parents who limit the TV hours of their children will see those children grow up into a world of half-educated, possibly into a world managed by the half-educated, if

millions of other parents do not do the same. In self-defence, parents may move to areas of bad reception, but that is a Maginot Line, dangerous because they will think themselves secure and will not work out the necessary controls.”⁵

These comments from American experts indicate the difficulties ahead of the Canadian TV programming group and the danger in imitating or importing American programmes. There is no doubt that if Canada wants to avoid some of the pitfalls of television it will have to break new ground and this will be both arduous and costly.

7. Television may contribute to the lowering of the intellectual level of the community but on the other hand its possibilities for improving the mind and the taste of the nation are tremendous. An important experiment called *TV University of the Air* is now being carried out in Philadelphia by Station WFIL, with help of the colleges in the vicinity. The educators for years have largely limited themselves to criticizing what radio and television had done or had not done; they are now offered the opportunity of proving that they can use the medium for educational purposes. Twenty colleges and universities have joined. Educators, not television experts, are in charge of the planning and of the content of the programmes. The first course is entitled *Chemistry of Living*. Other courses of the first series will include *Government Around the World*; *Let's Speak Spanish*, a popular series in *Nuclear Physics*; two related courses in *The Child and the Family*, and *Understanding our Teen-Age Children*; a philosophy series in *The Art of Thinking*; a background course in economics and home budgeting and a group of lectures on *Success through Self-Improvement*.

8. A similar venture is a weekly Du Mont television production: *The Johns Hopkins' Science Review*. The director of this programme has one simple rule for the learned men of science who are his stars. The professors are told: “If you can't show it, don't talk about it longer than a minute”. One of the greatest problems, says the producer and commentator Mr. Poole, is dreaming up gimmicks that will enable the camera to show scientific phenomena. The scientists will stand for no faking. Their chief fear is not the camera but their own colleagues. This Johns Hopkins' programme was beamed in 1946 from station WAAM in Baltimore. Behind the programme is the University's conviction that colleges and universities have an educational duty beyond their classrooms, and that TV offers an ideal way to give information to the public. There is the further belief that the public has a curiosity and at the same time a vague fear about science but that it would like to know what is being produced from the money spent on research. The programme seeks to show “how research eventually benefits you”. It has been hailed by

teachers as the type of educational programme on television of which they would like to see more.

9. Conditions in New York are different from those in Philadelphia and in Baltimore. The Joint Committee on Educational Television recently appeared before the F.C.C. to request allocation of television channels for education. The Counsel for the Committee pointed out that a recent survey of the programmes televised during one week by New York's seven Television Stations revealed that while crime, western and thriller shows occupied 19% of the time, only one educational programme actually produced by educationists was televised during that period. Religious programmes totalled less than 1% of the week's shows, so that commercial television occupied the major portion of the available time on New York stations.

10. The Canadian Broadcasting Corporation has refused up to now to grant licences for television to the private stations, save on condition that two normally rival stations would associate. This is a surprising condition and I do not see why the private stations should not be permitted to venture money in telecasting if they have the courage to do so. Very recently, the Province of Quebec has decided to grant to the Canadian Broadcasting Corporation permission to build a transmitting television tower on the mountain of Montreal, providing it does not exercise a monopoly. The decision had been, at first, interpreted as permitting the private stations to utilize the mountain site for telecasting purposes just as the Canadian Broadcasting Corporation. But it has been pointed out that the private stations cannot take advantage of this privilege until the Canadian Broadcasting Corporation recommends the granting of video licences to private stations in Montreal. A recent study completed in the United States, by the Association of National Advertisers, estimates that in large centres, "each radio home that installs TV has lost 83% of its evening potential for the radio advertiser". The report contends "that TV practically wipes out AM night-time listening in radio homes". This reveals why the private stations are so anxious to obtain television licences immediately. They fear that if the Canadian Broadcasting Corporation begins telecasting before they are allowed to televise, it will take away from their stations most of the night radio audience, thus causing them to lose some of their most valuable advertisers. The situation is the same in Toronto as in Montreal, and in any other city where the Canadian Broadcasting Corporation might get the jump on its competitors by beginning to telecast months before the granting of TV licences to the private stations.

11. The money to provide for the Canadian Broadcasting Corporation's venture in telecasting will have to come at first from Parliamentary grants. Later, when telecasting has been going on for some time and satisfactory programmes are provided, it may be advisable to charge a licence fee.

The Board of Governors of the Canadian Broadcasting Corporation have suggested ten dollars a year per TV receiver, but that will cover only part of the expenditures unless coverage by television is extended to a larger area and unless the number of TV receivers increases tremendously. It is to be expected that in the near future receivers will be made to take either radio or television, so that some adjustment in the amount of the fees would have to be made.

12. My colleagues recommend: "That the whole subject of television broadcasting in Canada be reconsidered by an independent investigating body not later than three years after the commencement of regular Canadian television broadcasting". The question of television broadcasting is so important that it deserves a thorough study before the Canadian Broadcasting Corporation begins telecasting. If the Canadian Broadcasting Act were to be amended according to my suggestions, the new Control Board could collaborate immediately with the Canadian Broadcasting Corporation's executives for the purpose of drawing up a sound television programme suitable to Canadian conditions.

THE NATIONAL FILM BOARD

1. My colleagues refer, in paragraph 18 of Chapter XIX, to the broad powers which have been conferred on the Government Film Commissioner by the Film Act of 1950. They point out that the provisions of this Act "may in practice put effective control into the hands of the Commissioner and may leave to the Board little real power or responsibility". This apprehension is certainly justified because democratic institutions can function properly only if there is a well devised system of weights and counterweights. The present arrangements fail to provide the counterweights. The natural tendency of all heads of governmental agencies is to try to expand the scope of their department. Doubtless the members of the National Film Board, by reason of their interest in the production of films, will come forward with suggestions for a greater variety of films, thus contributing to the expansion of the Board's activities. I recommend, therefore, that, as in the case of the Board of Governors of the Canadian Broadcasting Corporation, two or three members should be appointed to the Film Board as moderators, with the duty of examining objectively all plans for expansion, thus protecting the rate-payers against the enthusiasm of the more artistic members of the Board.

2. The J. D. Woods and Gordon report contains some pertinent suggestions, particularly on the question of the costing methods adopted by the Board. It refers to the advisability of showing clearly all expenditures. This is in agreement with the recommendation made, a year ago, to Parliament, by the Auditor-General, Mr. Watson Sellar, to the effect that all reports submitted by governmental departments or agencies should show clearly for each fiscal year total revenue and expenditure, in order to give to Parliament and to the people of Canada an exact idea of the cost of operating and of maintaining each particular department or agency.

3. The Woods and Gordon report does not contain any comments concerning the efficiency or inefficiency of the operations of the National Film Board. Probably they considered that the Board is so handicapped, by having its operations directed from a straggling main building and scattered over nine other buildings, that it would not be fair to criticize its operations. Personally, I believe that even after the Board has been moved into a suitable building, its real costs will exceed those of the private producers.

4. My colleagues recommend that the National Film Board should "continue its policy of commissioning films from private producers when this is in the public interest". But I would like to make sure that the private producers will get a reasonable share of the work of the National Film Board. The report of the Public Printing and Stationery Department for the fiscal year, ended March 31st, 1949, gives the sales of the year for the printing branch as follows:

Work done in the department, Printing	
Binding, etc.	\$2,005,619.31
Paper	1,935,047.80
	<hr/>
Outside work exclusive of paper	\$3,940,667.11
	3,060,214.74
	<hr/>
TOTAL	\$7,000,881.85

This shows that out of a total amount of work of \$5,065,834.05, exclusive of paper, about 60 per cent was entrusted to outside firms. I recommend, therefore, that the National Film Board should be required to give, each year, to outside film producers or to outside photographers, work to the value of half its yearly sales or of half the value of its annual production of films or of photographs.

Arthur Surveyer

NOTES TO THE CHAPTERS
APPENDICES AND
INDEX

NOTES TO THE CHAPTERS

Note: The page numbers of the Special Studies refer to the unabridged original versions on file with the documents of the Royal Commission.

PART I

CHAPTER I THE NATURE OF THE TASK

1. Association Canadienne des Educateurs de Langue Française, Brief, page 3 (original in French); Division of Adult Education, Department of Education, Province of Nova Scotia, Brief, page 3.
2. Conférence Catholique Canadienne, Brief, pages 3 and 4 (original in French).
3. Comité Permanent de la Survivance Française en Amérique, Transcript of Evidence, page 77 (original in French).
4. For detailed information concerning Briefs, Sessions, Committees and Special Studies see Appendices I—IV, pages 423-435.
5. As a Royal Commission of the Federal Government we both needed and secured the fullest co-operation of Government Departments and Agencies. To the many officers and officials of the Federal Government and its various Agencies we should like to express our gratitude for their never failing courtesy and help.

CHAPTER II THE FORCES OF GEOGRAPHY

1. Saskatoon Archaeological Society, Brief, page 1.
2. For details of Carnegie and Rockefeller grants in Canada see Appendix V, pages 436-442.
3. We are informed that there is in Canada no adequate advanced training in a number of important studies including: Town Planning, Industrial Design, Library Science, Dramatic Art, Ballet, Pictorial Arts, Journalism.
4. Private report from Dominion Bureau of Statistics based on figures supplied by United States Immigration Service.
5. National Conference of Canadian Universities, Brief, page 12.
6. Professor J. W. T. Spinks, Dean of Graduate Studies, University of Saskatchewan, Special Study, *Scientific Research in Canada*, page 48.
7. Société des Ecrivains Canadiens, Brief, page 10 (original in French).
8. B. K. Sandwell, Special Study, *Present Day Influences on Canadian Society*, page 16.
9. *Ibid.*, page 17.
10. Cf. John Crosby, *Seven Deadly Sins of the Air*, published in *Life*, New York, November 6, 1950, pp. 147 ff.

CHAPTER III BROADCASTING

RADIO BROADCASTING

1. Dr. James S. Thompson, *Queen's Quarterly*, Vol. LI, No. 4, 1944, page 349.
2. *Report of the Royal Commission on Radio Broadcasting* (Aird Report) 1929, page 5.

3. *Ibid.*, page 6.
4. L. W. Brockington, K.C., in a speech made over the national network on November 4, 1936.
5. As of December 31, 1950.
6. Canadian Congress of Labour, Brief, page 2.
7. Discussion Group of Hamilton, Brief, page 6, Halifax District Trades and Labour Council, Brief, page 17.
8. Notably: Maritime Federation of Agriculture, Canadian Federation of University Women, Canadian Association for Adult Education, Association Canadienne-Française pour l'Avancement des Sciences, National Advisory Council on School Broadcasting, National Committee of Canadian Schools of Social Work, Société d'Education des Adultes du Québec, Conseil Canadien de la Coopération, Canadian Teachers' Federation, Canadian Education Association, Departments of Education of various Provincial Governments and Provincial Teachers' Federations.
9. Ontario Teachers' Federation, Brief, page 2.
10. Charles A. Siepmann, *Radio Television and Society*, Oxford University Press, New York, 1950, page 160.
11. Canadian Catholic Conference, Brief, page 8.
12. United Church of Canada, Brief, page 2. (We learn that Bible readings already form part of special religious programmes on the Western network. Since the presentation of the brief of the United Church of Canada, Sunday evening services have been instituted on the Trans-Canada network.)
13. Church of England in Canada, Brief, page 3.
14. Boag Foundation Limited, Brief, page 10, Transcript of Evidence, page 115.
15. Winnipeg Musicians' Association, Transcript of Evidence, page 166; Association of Canadian Radio Artists, Vancouver, Brief, pages 2 to 5.
16. Winnipeg Musicians' Association, Transcript of Evidence, page 156; American Federation of Musicians of United States and Canada, Transcript of Evidence, page 537.
17. Canadian Authors' Association, Brief, page 2.
18. It would be invidious to refer to individual stations since this Commission has received some 400 letters from all parts of Canada paying tribute to the community work of local broadcasting stations.
19. Prince Edward Island Adult Education Council, Brief, page 4.
20. Canadian Federation of Agriculture, Transcript of Evidence, page 1341.
21. Canadian Writers' Committee, Brief, page 5.
22. Canadian Association for Adult Education, Brief, pages 14-15.
23. General Ministerial Association of Greater Winnipeg, Brief, page 4.
24. Canadian Writers' Committee Brief, page 5.
25. Académie Canadienne Française, Brief, page 3.
26. Some of the material of this investigation, prepared by C. A. Siepmann, New York University, appears as Appendix VI of this volume, pages 443-485.
27. Based on a sample week of April 1949.
28. C.B.C. Annual Report for the fiscal year ended March 31, 1950, page 6.

CHAPTER III BROADCASTING

TELEVISION

1. *Television Magazine*, August 1950.
2. Sir William Haley, *The Responsibilities of Broadcasting*, page 31.
3. From a chart published by the French Ministry of National Education, May 1949.

4. In a letter to *The Times* of Wednesday, December 20, 1950, Mr. T. S. Eliot wrote as follows:

"TO THE EDITOR OF THE TIMES

Sir,—In your issue of December 17 you announce that the B.B.C. proposes to spend over £4m. during the next three years on the development of television. I have just returned from a visit to the United States, where television (though not, I believe, more highly developed technically) has become an habitual form of entertainment in many more households than here. Among persons of my own acquaintance I found only anxiety and apprehension about the social effects of this pastime, and especially about its effect (mentally, morally, and physically) upon small children.

Before we endeavour to popularize it still further in this country, might it not be as well if we investigated its consequences for American society and took counsel with informed American opinion about possible safeguards and limitations? The fears expressed by my American friends were not such as could be allayed by the provision of only superior and harmless programmes; they were concerned with the television habit, whatever the programme might be.

Your obedient servant,

T. S. ELIOT

24, Russell Square, W.C. 1, Dec. 17."

5. Corporation des Agronomes des la Province de Québec, Brief, page 24.

CHAPTER IV FILMS

1. D. W. Buchanan, Special Study, *The Canadian Documentary Film*, page 2; to this study this chapter is indebted for much of the historical detail concerning the Film Board and the Film Society.
2. The National Film Act, 1939, Section 9 (a).
3. D. W. Buchanan, Special Study, *The Canadian Documentary Film*, page 10.
4. Canadian Welfare Council, Recreation Division, Brief, page 4.
5. British Columbia Indian Arts & Welfare Society, Brief, page 6.
6. Public Affairs Institute, Vancouver, Brief, page 6.
7. We were interested to have drawn to our attention an article in *The Times*, August 17, 1946, which adds its praise to this "signal from Canada."
8. Chambre de Commerce des Jeunes de Chicoutimi, Brief, page 8.

CHAPTER V THE PRESS AND PERIODICAL LITERATURE

1. For these figures and for other factual information, this chapter is indebted to the special study on *The Press of Canada* by Mr. Wilfrid Eggleston.
2. *Royal Commission on the Press 1947-49* (Great Britain) Report, para. 362 and 363.
3. For a detailed history of the Canadian Press, see M. E. Nichols, (*C. P.*) *The Story of the Canadian Press*, Ryerson Press, Toronto, 1948.
4. B. K. Sandwell, Special Study, *Present Day Influences on Canadian Society*, page 16.

CHAPTER VI VOLUNTARY SOCIETIES

1. Arts Council of Manitoba; Arts Centre of Greater Victoria; Calgary Allied Arts Centre; Community Arts Council of Vancouver; New Westminster Arts Committee; Prince Edward Island Adult Education Council; Fédération des Mouvements de Jeunesse du Québec.

2. Association of Canadian Clubs; Canadian Institute of International Affairs; National Council of Women of Canada; Imperial Order, Daughters of the Empire; Conseil Canadien de la Coopération; Association Canadienne des Educateurs de Langue Française.
3. Sir Walford Davies, quoted by the Federation of Canadian Music Festivals, Brief, page 1.
4. Alberta Federation of Home and School Associations, Calgary, Transcript of Evidence, page 43.
5. Northern Ontario Art Association, Toronto, Transcript of Evidence, page 103.
6. Communication to the Commission from a private citizen.
7. *The Arts Council of Great Britain, Fourth Annual Report*, page 3.

CHAPTER VII GALLERIES

1. National Gallery of Canada, Brief, page 8
2. *Ibid.*, except for National Gallery appropriation, 1950-51.
3. Including \$54,500 for the Industrial Design section.
4. Royal Canadian Academy of the Arts, Brief, page 5.
6. Church of England in Canada, Brief, page 5; Fredericton Art Club, Brief, page 2, Transcript of Evidence, page 72; Canadian Group of Painters, Brief, page 2; Group of Citizens interested in Adult Education, Winnipeg, Brief, page 7; Nova Scotia Society of Artists, Brief, page 3; Provincial Council of Women of New Brunswick, Brief, page 3; Royal Architectural Institute of Canada, Brief, pages 3-4; Saskatoon Council of Women, Brief, page 5; United Church of Canada, Brief, page 7; Women's Institute of Manitoba, Transcript of Evidence, page 93.
7. *Canadian Art* grew out of a publication directed by Professor Walter Abel of Acadia University, and the Maritime Art Association, which was published as *Maritime Art*.
8. Calgary Allied Arts Centre, Transcript of Evidence, page 3 and page 10; Federation of Canadian Artists, Brief, page 14, Transcript of Evidence, page 78; Federation of Canadian Artists, British Columbia, Brief, page 2; Montreal Museum of Fine Arts, Brief, page 8; Prince Edward Island Adult Education Council, Brief, page 8.
9. University of British Columbia, Brief, page 11; Canadian Group of Painters, Brief, page 2; Community Arts Council of Vancouver, Brief, page 5; Federation of Canadian Artists, Brief, page 12, Transcript of Evidence, pages 49-50; Fredericton Art Club, Brief, page 1, Transcript of Evidence, page 71; President Gillson (University of Manitoba), Transcript of Evidence, pages 147-148; Group of Citizens Interested in Adult Education (Winnipeg), Brief, page 8; Mr. John Parton (Winnipeg), Brief, page 2.
10. Saint John Art Club, Inc., Brief, page 3, Transcript of Evidence, pages 31-36; Alberta Visual Arts Board, Transcript of Evidence, page 40; Victoria and District Trades & Labour Council, Transcript of Evidence, page 98; Vancouver Art Gallery Council, Transcript of Evidence, pages 72-74; Prince Edward Island Adult Education Council, Brief, page 6; Nova Scotia Society of Artists, Brief, page 3.
11. Church of England in Canada, Brief, page 5; Royal Architectural Institute of Canada, Brief, pages 3-4, Transcript of Evidence, Pages 254, 263; Royal Society of Canada, Transcript of Evidence, pages 804-805; Trades and Labour Congress of Canada, Brief, page 18; United Church of Canada, Brief, page 7.

CHAPTER VIII MUSEUMS

1. F. J. Alcock, *A Century in the History of the Geological Survey of Canada*, King's Printer, Ottawa, 1948.
2. National Museum, Brief, page 2.
3. Transcript of Evidence, Ottawa Sessions, August 1949, page 10.
4. National Museum, Brief, page 2.
5. National Conference of Canadian Universities, Brief, page 41.
6. Agricultural Institute of Canada (Victoria and Islands Branch) and Victoria History Society, Brief, page 3.
7. Transcript of Evidence, Montreal Sessions, page 458B.
8. Transcript of Evidence, Saskatoon Sessions, page 86.
9. New Brunswick Museum, Brief, Part II, page 1.
- 9a. For a list of Museums in Canada see Appendix VII, pages 485-490.
10. Published by The Museums Association, London, England.
- 10a. It should be noted that the excellent Museum in Saint John, N.B. was organized after this Report of 1932 was written.
11. Miers and Markham, *The Museums of Canada*, T. and A. Constable, Ltd., Edinburgh, 1932, page 9.
12. Ibid, page 29-30.
13. Ibid, page 19.
14. Ibid, page 15.
15. Ibid, page 39.
16. Ibid, page 63.
17. Ibid, page 63.
18. Ibid, page 63.

CHAPTER IX LIBRARIES

1. Representations on this subject have come from the Association Canadienne des Bibliothécaires de Langue Française; Board of Trade of the City of Toronto, Book Publishers' Branch; British Columbia Library Association; Canadian Social Science Research Council; Montreal Special Libraries Association.
2. Institut d'Etudes Médiévales, Brief, page 11; Association Canadienne-Française pour l'Avancement des Sciences, Brief, pages 7-8.
3. Saskatchewan Library Association, Transcript of Evidence, page 12.
4. Saskatchewan Arts Board, Brief, page 10.
5. Alberta Library Association, Brief.
6. Miss Louise Manny, Fredericton, Brief, page 2.
7. Alberta Library Association, Brief, page 6.
8. Ontario Department of Education, Brief, pages 21-22.
9. British Columbia Parent-Teacher Federation, Brief, page 1.

CHAPTER X ARCHIVES

1. Public Archives of Canada, Brief, page 1.
2. *Report of the Royal Commission appointed to inquire into the state of the Records of the Public Departments of the Dominion of Canada* (Commission appointed 1912; Report presented March, 1914; Report printed, 1924), page 9.
3. Ibid, page 11.
4. Privy Council Order 6175 of September 20, 1945, paragraph 3. (This Privy Council Order and Circular No. 2 of the Public Records Committee of February 11, 1947, will be found in Appendix VIII).
5. An instance of this has come to our attention. A portion of the political diary

of a very important Canadian figure, along with a considerable number of personal letters were found in a trunk in the possession of an individual who did not understand their significance. The trunk and its contents were deposited for a time in an archival collection, but apparently not immediately examined. The discovery was made accidentally by a visiting historian who happened to be keenly interested in the man and the period.

6. We were told by the president of the Canadian Historical Association that the papers of the Canada Land Company, preserved in London for over a century, were sold as junk. A Canadian historian, hearing of their probable fate, tried to save them, but arrived too late to prevent their destruction.
7. Numerous organizations stressed the interdependence of national and provincial archival collections, particularly the Public Archives, the Ontario Historical Society, the Saskatchewan Archives Board, the British Columbia Historical Association.
8. Saskatchewan Archives Board, Brief, page 4.
A representative of the Canadian Historical Association spoke to us of the tremendous loss of old family papers in Quebec, bundles of which may be offered for trifling sums at sales of household effects.
9. Something should be said here of one movement in which archivists, both provincial and federal, have been interested. The Lady Tweedsmuir local histories prepared by local women's groups all over the country in competition for a prize not only result in the discovery of much archival material of local interest but make the communities concerned actively "archives conscious".

CHAPTER XI HISTORIC SITES AND MONUMENTS

1. Terms of Reference of this Commission, Privy Council Order 1786, dated April 8, 1949, page 1.
2. *National Historic Parks and Sites, Annual, Report, 1948-49*, page 57.
3. C. W. Jeffreys, *The Reconstruction of the Port Royal Habitation of 1605-13*, page 9; reprinted from *The Canadian Historical Review*, December, 1939.
4. Société Historique de Montréal, Brief, page 4.
5. Saskatoon Archaeological Society, Brief, page 3.
6. British Columbia Historical Association, Vancouver, transcript of Evidence, page 239.
7. Saskatoon Archaeological Society, Brief, page 3.
8. From Georges Morisset of Quebec City we received a most interesting presentation on the need for a more appropriate preservation of the Plains of Abraham; the presentation was accompanied by a precise and striking map of the area.
9. Comments on the value of and the need for preservation of buildings and sites by various organizations, including the Société Historique de Québec, Antiquarian and Numismatic Society of Montreal, Association of Canadian Clubs, Historical and Scientific Society of Manitoba, British Columbia Historical Association.
10. As this Report goes to Press we learn that this is no longer true; Lower Fort Garry is now a National Historic Site.

POSTSCRIPT TO SECTION III

1. Mr. D. K. Crowdis (Nova Scotia Museum of Science) Brief, page 7.

CHAPTER XII THE UNIVERSITIES

1. National Conference of Canadian Universities, Brief, page 1.

2. Church of England in Canada, Brief, page 1.
3. Based on a memorandum by Dr. F. Cyril James, Principal, McGill University, June 19, 1950.
4. Canadian Catholic Conference, Brief, pages 3-4.

CHAPTER XIII NATIONAL SCHOLARSHIPS

1. Fédération des Chambres de Commerce des Jeunes de la Province de Québec, brief, page 16,
2. *National Research Council Annual Report, 1949-1950*, page 22 and page 27.
3. Student Veterans of the University of British Columbia, Brief, page 6.
4. Department of Education, Province of Newfoundland, Brief, page 1.
5. *Ibid*, page 16.
6. National Conference of Canadian Universities, Brief, page 47.
7. Canadian Congress of Labour, Brief, pages 9 and 10.
8. The Professional Institute of The Civil Service of Canada, Brief, page 10.
9. Fédération des Mouvements de Jeunesse du Québec, Brief, page 9.

CHAPTER XIV THE SCHOLAR AND THE SCIENTIST

1. From Rudyard Kipling's *The Explorer*, quoted by permission of the Macmillan Company of Canada, Limited.
2. Professors Albert Faucher and Maurice Tremblay, Special Study, *Les Sciences Sociales*, page 98.
3. Professors B. S. Keirstead and S. D. Clark, Special Study, *The Social Sciences*, pages 2 and 3.
4. Professor William Line, Special Study, *Psychology in Canada*, page 13.
5. Noël Mailloux, o.p., Special Study, *La psychologie*, page 3.
6. This section is indebted to Professor G. P. Grant, Special Study on *Philosophy in Canada*.
7. Professor Malcolm W. Wallace, Special Study, *The Humanities in Canada*, page 8.
8. Canadian Social Science Research Council, Brief, pages 3 and 4.
9. *Ibid*, page 3.
- 9a. We now learn that one University in Western Canada is to make five grants of \$300 each for research in the Humanities and Social Sciences by Faculty members during the summer.
10. Professor Malcolm W. Wallace, Special Study, page 25.
11. Professors Keirstead and Clark, Special Study, page 15.
12. *Ibid*, pages 15 and 16.
13. Dalhousie University, Brief, page 8.
14. Canadian Social Science Research Council, Appendix 1, page 2.
15. Professor G. P. Grant, Special Study, paragraph 24.
16. National Conference of Canadian Universities, Brief, page 8.
17. *Ibid*, page 8.
- 17a. Acknowledgement is made to Dr. C. E. Dolman, *Science and the Humanities*, University of British Columbia, 1950, pages 16 and 17.
18. H. Heaton, *Economic History of Europe*, Harper, New York, 1948, pages 514 and 515.
19. *Ibid*, page 531.
20. The Steelman Report to the President of the United States, quoted by Professor J. W. T. Spinks, *The Sciences in Canada*, Special Study, pages 48 to 49.
21. This Section is indebted to the Special Study by Professor Spinks.

22. Letter to the Commission by Dr. C. J. Mackenzie, National Research Council, dated April 24, 1950.
23. W. H. Barton, Essay prepared for the Commission, *Organization of Scientific Research in the Federal Government*, page 6.
24. As for 22 above.
25. Dr. L. E. Ranta, Essay prepared for the Commission, *Science in Canada*, page 19.
26. Ibid, page 16.
27. Dr. C. J. Mackenzie, National Research Council, quoted by Dr. J. W. T. Spinks Special Study, page 35.

CHAPTER XV THE ARTIST AND THE WRITER

INTRODUCTION

1. Canadian Arts Council, Brief, page 1.

MUSIC

1. Sir Ernest MacMillan, Special Study, *Music in Canada*, page 2.
Acknowledgement is made to this Study for much of the material in this Section.
2. Sir Ernest MacMillan, Ibid, page 5.
3. Correspondence from the Chairman of the Music Committee, Community Arts Council, Vancouver, April 14, 1950.
4. Sir Ernest MacMillan, Ibid, page 24.
5. Transcript of Evidence, Toronto Sessions, page 396.
6. Anna M. McDonagh, *Sidelights on the Community Concerts Controversy Bulletin* of the Royal Conservatory of Music, Toronto, October 1949, pages 2 and 3 (cited by Sir Ernest MacMillan, Special Study, page 11).
7. Transcript of Evidence, Winnipeg Sessions, page 168.

THE THEATRE

1. From the correspondence of Samuel Marchbanks. Reprinted by permission of the copyright holder, *The Peterborough Examiner*.
2. The Governors of the Dominion Drama Festival, Brief, page 9.
3. Robertson Davies, Special Study, *The Theatre in Canada*, page 25.

BALLET

1. Canadian Ballet Festival, Brief, page 7.

PAINTING

1. Transcript of Evidence, Montreal Sessions, page 210 and 211.
2. Ibid, page 213.
3. Ibid, page 219.
4. Royal Canadian Academy of the Arts, Toronto Sessions Transcript, page 23.
5. Federation of Canadian Artists, Brief, page 8.
6. Transcript of Evidence, Vancouver Sessions, page 36.
7. Transcript of Evidence, Montreal Sessions, page 220.
8. Chambre de Commerce des Jeunes de Chicoutimi, Brief, page 6.
9. Federation of Canadian Artists, Brief, pages 6 and 7.

SCULPTURE

1. Sculptors' Society of Canada, Brief, page 4.
2. Ibid.
3. Elizabeth Wyn Wood, quoted by Professor Charles Comfort, Special Study, *Architecture in Canada*, page 41.

4. Alain, *Vingt leçons sur les beaux-arts*, Paris, Gallimard, 1931, page 212.
5. Gérard Morisset, Special Study, *Les arts dans la Province de Québec* page 21 (original in French).
6. Sculptors' Society of Canada, Brief, pages 3 and 4.
7. Ibid, page 6.

ARCHITECTURE AND TOWN PLANNING

1. Brief on *Architecture in Canada* presented jointly to the Commission by Messrs. W. J. McBain, James A. Murray, John C. Parkin and George A. Robb, page 3.
2. Professor Eric Arthur, Special Study, *Architecture in Canada*, page 1.
3. Ibid, page 37.
4. Ibid, page 8.
5. Ibid., page 23.
6. As for No. 1, above, page 6.

LITERATURE

1. Professor E. A. McCourt, Special Study, *Canadian Letters*, page 3.
2. René Garneau, Special Study, *La littérature*, pages 4 and 5.
3. Canadian Authors Association, Brief, page 1.
4. Société des Écrivains Canadiens, Brief, page 8.
5. René Garneau, Special Study, page 1.
6. Canadian Authors Association, Brief, page 3.
7. Société des Écrivains Canadiens, Brief, page 7.
8. Canadian Writers' Committee, Brief, page 2.
9. Ibid.
10. Professor E. A. McCourt, Special Study, page 6.
11. *Poésie 1946*, published by Seghers et Parizeau, Paris and Montreal, page 110.

BOOK PUBLISHING IN CANADA

1. Société des Éditeurs Canadiens du Livre Français, Brief, page 3.
2. Professor E. A. McCourt, Special Study, *Canadian Letters*, page 18.
- 2a. This statement is an error discovered too late to be corrected. The Reprint Society of Canada reprinted this title in 1949. See *Saturday Night*, September 11, 1951, page 7.
3. Ibid, page 22.

HANDICRAFTS

1. Cercle des Fermières de la Province de Québec, Brief, page G.
2. Erica and Kjeld Deichmann, Special Study, *Canadian Handicrafts, with Particular Reference to New Brunswick*, page 11.
3. Transcript of Evidence, Winnipeg Sessions, page 345.
4. Canadian Handicrafts Guild, General Committee, Montreal, Brief, Page 1.

INDIAN ARTS AND CRAFTS

1. Dr. and Mrs. Harry B. Hawthorn, Special Study, *Contemporary Art of the Canadian Indian*, page 59.
2. Ibid, page 53.
3. Ibid, page 58.
4. Ibid, page 36, 47 and 48.
5. Mr. Joseph Banigan, Brief, page 1.
6. As for 1 about, page 46.
7. Ibid, page 64.

POSTSCRIPT TO SECTION IV

1. Canadian Authors Association, Brief, page 5.

CHAPTER XVI UNESCO

1. Debate in the House of Lords, Westminster, on UNESCO, January 26, 1949.
2. Ibid.
3. This Section is indebted to R. Niebuhr, *The Theory and Practice of UNESCO*, published in *International Organization*, February, 1950.
4. Ibid.
5. Mr. Camille Huysmans, Belgian Minister of Education, *UNESCO National Commissions News Letter*, March 1949, Bulletin 4, page 5.
6. Association Canadienne pour L'Avancement des Sciences; British Columbia Library Association, Canadian Association for Adult Education, Canadian Education Association.
7. Canadian Education Association, Brief, page 3.
8. Canadian Social Science Research Council, Brief, page 10.

CHAPTER XVII THE PROJECTION OF CANADA ABROAD

1. *Canadian Broadcasting Corporation Annual Report, 1949-50*, page 48.
- 1a. Including Canadian High Commissioners' Offices, regarded for convenience as diplomatic missions.
2. As of December 31st, 1950. There are also three Ministers accredited to, but not resident in, three additional countries.
3. This includes reference papers, important statements and speeches, biographies of eminent Canadians, reprints of important articles, photographs.

PART II

INTRODUCTION

1. Professor G. P. Grant, Special Study, pp. 28-9.
2. The resources at the disposal of certain American foundations are illustrated by the following tables for which we are indebted to F. Emerson Andrews, *Philanthropic Giving*, Russell Sage Foundation, pages 70 and 92 (reprinted by permission of the copyright holder).

ESTIMATED VALUE OF PHILANTHROPIC PROPERTY AND ENDOWMENT IN THE UNITED STATES, 1949

Category	Property and endowment
Religion	\$10,000,000,000
Higher education, private	4,005,000,000
Foundations	2,574,000,000
Hospitals, private	5,369,000,000
Other welfare organizations	1,000,000,000
Total	\$22,948,000,000

The largest five foundations and the assets they report are these:

Ford Foundation	\$238,000,000
Carnegie Corporation of New York	173,013,520
Rockefeller Foundation	153,000,000
Duke Endowment	135,000,000
Kresge Foundation	75,041,237

CHAPTER XVIII BROADCASTING

RADIO BROADCASTING

1. Gilbert Seldes, *The Great Audience*, The Macmillan Company of Canada, Toronto, 1950, page 270. Quoted by permission of the Viking Press, New York, and the Macmillan Company of Canada, Limited.

CHAPTER XVIII BROADCASTING

TELEVISION

1. For an article on *Television* by Mr. John Crosby which appeared in the *New York Herald Tribune*, February 11, 1951, see Appendix IX, page 494. (Reprinted by permission of the *New York Herald Tribune*).

CHAPTER XIX NATIONAL FILM BOARD

1. National Film Act, 1950, Section 9.

CHAPTER XX OTHER FEDERAL INSTITUTIONS

NATIONAL GALLERY

1. National Gallery Brief, pages 2 and 3.

PUBLIC RECORDS AND ARCHIVES

1. For the Privy Council Order and Administrative Order, see Appendix VIII, page 491.

CHAPTER XXI AID TO UNIVERSITIES

1. See Appendix X page 495. (Federal Government Expenditures on Higher Education, 1948-49).

CHAPTER XXII NATIONAL SCHOLARSHIPS

1. For a list of Canadian holders of Guggenheim Fellowships since 1940, see Appendix XI, page 497.

CHAPTER XXIV INFORMATION ABROAD

1. *Canadian Broadcasting Corporation Annual Report, 1949-50*, page 48.

CHAPTER XXV A COUNCIL FOR THE ARTS, LETTERS,
HUMANITIES AND SOCIAL SCIENCES

1. For details of the finances and organization of certain voluntary organizations, see Appendix XII, page 500.
2. Canada Foundation, Brief, page 3.
- 2a. As we go to press, we learn that the grant-in-aid for the Arts Council of Great Britain has been increased for 1951-2 by £200,000 to £875,000.
3. *The Arts Council of Great Britain, First Annual Report, 1945*, Appendix A, pages 20 and 21.
4. *The Arts Council of Great Britain, Fourth Annual Report, 1948-49*, Appendix A, page 24.
5. This view that the functions of a UNESCO Commission should be undertaken by an Arts Council was proposed to us by various voluntary organizations.

NOTES TO THE RESERVATIONS AND OBSERVATIONS OF
MR. ARTHUR SURVEYER

1. RADIO BROADCASTING

1. H. A. Overstreet, *The Mature Mind*, W. W. Norton Company, New York, 1949, page 222 (reprinted by permission of the copyright holder).
2. Judith C Waller, *Radio—The Fifth Estate*, Houghton-Mifflin Co., Boston, 1946, page 407 (reprinted by permission of the copyright holder).
3. Ibid, page 399.
4. Ibid, page 400.
5. Ibid, page 409.
6. Ibid, page 172.
7. Ibid, page 173.
8. Canadian Marconi Company, Brief, page 11.
9. H. A. Overstreet, op. cit., page 212.
10. Ibid, pages 214 and 215.
11. Gilbert Seldes, *The Great Audience*, The Viking Press, New York, the Macmillan Company of Canada, Limited, Toronto, 1950, page 242 (quoted by permission of the copyright holder).
12. Ibid, page 249.
13. Ibid.
14. Gilbert Seldes, op, cit., page 132.
15. Judith C. Waller, op. cit., page 433.

2. TELEVISION

1. Gilbert Seldes, op. cit., page 182.
2. Ibid, page 183.
3. Ibid, page 166.
4. Ibid, page 167.
5. Ibid, page 283.

APPENDIX I

BRIEFS SUBMITTED TO THE ROYAL COMMISSION

(Briefs submitted but not heard in a public session are marked with an asterisk.)

BRIEF SUBMITTED BY	PLACE HEARD
Académie Canadienne-Française	Montreal
Acadia University	Halifax
Adams, Mrs. Jean Coulthard	Vancouver
Agricultural Institute of Canada (Victoria & Islands Branch) and Victoria Natural History Society	Victoria
*Alberta Cultural Development Boards	
Alberta Drama Board	Edmonton
Alberta Federation of Agriculture	Edmonton
Alberta Federation of Home & School Associations	Calgary
Alberta Library Association	Calgary
Alberta Music Board	Edmonton
Alberta Society of Artists	Calgary
Alberta Teachers' Association	Calgary
Alberta Tuberculosis Association	Calgary
Alberta Visual Arts Board	Edmonton
All-Canada Mutually Operated Radio Stations	Calgary
All-Canada Mutually Operated Radio Stations	Ottawa
All-Canada Radio Facilities Limited	Ottawa
Alliance Française	Winnipeg
American Federation of Musicians of United States and Canada	Toronto
*American Stockholders' Union	
Amérique Française,	Montreal
Amis de l'Art, Les	Montreal
Antiquarian and Numismatic Society of Montreal	Montreal
Apprentis, Les	Quebec
Archives de Folklore	Quebec
Arctic Institute of North America	Montreal
Art Gallery of Hamilton	Toronto
Art Gallery of Toronto	Toronto
Art, Historical and Scientific Association, Controllers of the Vancouver City Museum	Vancouver
Arts Centre of Greater Victoria	Victoria
Arts Council of Manitoba	Winnipeg
Associated Boards of Trade of Central British Columbia	Vancouver
Association Canadienne des Bibliothécaires de Langue Française	Montreal
Association Canadienne des Educateurs de Langue Française	Quebec
Association Canadienne-Française d'Education d'Ontario	Ottawa
Association Canadienne-Française pour l'Avancement des Sciences	Montreal
Association des Médecins de Langue Française du Canada	Ottawa

Association des Musiciens de Québec	Quebec
Association of Canadian Advertisers Inc.	Ottawa
Association of Canadian Clubs	Ottawa
Association of Canadian Radio Artists	Toronto
Association of Canadian Radio Artists, Vancouver Branch (Local No 24498)	Vancouver
Association of Motion Picture Producers and Laboratories of Canada	Ottawa
Association of United Ukrainian Canadians—Manitoba Section	Winnipeg
Association of United Ukrainian Canadians—National Executive Committee	Toronto
*Association of United Ukrainian Canadians—Provincial Committee	
* for Quebec and the Maritimes	
Association Technologique de Langue Française d'Ottawa	Montreal
*Ballet Appreciation Club of Ottawa	
Banff School of Fine Arts	Edmonton
*Banigan, Mr. Joseph	
Bellman Male Chorus	Vancouver
*Benidickson, Mr. William, M.P.	
Bibliothèque des Enfants de Montréal	Montreal
Bingham, Mrs. Lettice M.	Toronto
BMI Canada Limited	Toronto
Boag Foundation Limited	Vancouver
Board of Trade of the City of Toronto, Book Publishers' Branch	Ottawa
Bowley, Mr. H. G.	Montreal
British Columbia Association of Broadcasters	Vancouver
British Columbia Drama Association	Victoria
British Columbia Historical Association	Vancouver
British Columbia Indian Arts & Welfare Society	Victoria
British Columbia Library Association	Vancouver
British Columbia Parent-Teacher Federation	Vancouver
British Columbia Registered Music Teachers' Association	Vancouver
*British Columbia Teachers' Federation	
British Columbia, University of	Vancouver
Broadcasting Station CFAC (Calgary)	Calgary
Broadcasting Station CFAR (Flin-Flon)	Winnipeg
Broadcasting Station CFCY (Charlottetown)	Charlottetown
Broadcasting Station CFNB (Fredericton)	Fredericton
Broadcasting Station CFQC (Saskatoon)	Saskatoon
Broadcasting Station CFRB (Toronto)	Toronto
Broadcasting Station CFRN (Edmonton)	Edmonton
Broadcasting Station CHAB (Moose Jaw)	Regina
Broadcasting Station CHFA (Edmonton)	Edmonton
Broadcasting Station CHLO (St. Thomas)	Toronto
Broadcasting Station CHLP (Montreal)	Montreal
Broadcasting Station CHML (Hamilton)	Toronto
Broadcasting Station CHNS (Halifax)	Halifax
Broadcasting Station CHUM (Toronto)	Toronto
Broadcasting Station CICA (Edmonton)	Edmonton
Broadcasting Station CJCH (Halifax)	Halifax
Broadcasting Station CJGX (Yorkton)	Regina
*Broadcasting Station CJIB (Vernon)	
Broadcasting Station CJOB (Winnipeg)	Winnipeg

Broadcasting Station CJOR (Vancouver)	Ottawa
Broadcasting Station CJVI (Victoria)	Victoria
Broadcasting Station CKAC (Montreal)	Montreal
Broadcasting Station CKBI (Prince Albert)	Saskatoon
Broadcasting Station CKCK (Regina)	Regina
Broadcasting Station CKCL (Truro)	Halifax
Broadcasting Station KCKW (Moncton)	Halifax
Broadcasting Station CKEY (Toronto)	Toronto
*Broadcasting Station CKNW (New Westminster)	
Broadcasting Station CKOC (Hamilton)	Toronto
Broadcasting Station CKRC (Winnipeg)	Winnipeg
Broadcasting Station CKDR (Red Deer)	Edmonton
Broadcasting Station CKRM (Regina)	Regina
*Broadcasting Station CKTB (St. Catharines)	
Broadcasting Station CKVL (Verdun)	Montreal
*Brock, Mr. David	
Calgary Allied Arts Centre	Calgary
Calgary Civic Centre Committee	Calgary
Calgary Women's Musical Club, Calgary Branch of the Alberta Registered Music Teachers' Association, Calgary Symphony Orchestra and Central Alberta Music Festival (Joint Brief)	Calgary
Canada Foundation	Ottawa
Canadian and Catholic Confederation of Labour	Ottawa
Canadian Arts Council	Ottawa
Canadian Association for Adult Education	Ottawa
Canadian Association of Broadcasters—September, 1949 and April, 1950	Ottawa
*Canadian Association of Consumers	
Canadian Authors Association	Toronto
Canadian Authors Association—Vancouver & Mainland Branch	Vancouver
Canadian Ballet Festival Association	Toronto
Canadian Broadcasting Corporation	Ottawa
Canadian Broadcasting Corporation—Alberta Branch of the Prairie Region	Edmonton
Canadian Broadcasting Corporation—British Columbia Region	Vancouver
Canadian Broadcasting Corporation—French Network	Montreal
Canadian Broadcasting Corporation—Maritime Region	Halifax
Canadian Broadcasting Corporation—Newfoundland Region	St. John's
Canadian Broadcasting Corporation—Prairie Region	Winnipeg
Canadian Catholic Conference	Ottawa
Canadian Chamber of Commerce	Montreal
Canadian Citizenship Council	Ottawa
*Canadian Committee on Youth Services	
Canadian Congress of Labour	Quebec
Canadian Council for Reconstruction through UNESCO	Ottawa
Canadian Daily Newspapers Association	Toronto
Canadian Education Association	Ottawa
Canadian Federation of Agriculture	Ottawa
Canadian Federation of Home and School	Ottawa
Canadian Federation of University Women	Halifax
Canadian Group of Painters	Montreal
Canadian Handicrafts Guild—Alberta Provincial Branch	Calgary
Canadian Handicrafts Guild—Edmonton Branch	Edmonton

Canadian Handicrafts Guild—General Committee	Montreal
Canadian Handicrafts Guild—Ontario Provincial Branch	Toronto
Canadian Historical Association	Ottawa
Canadian Home Economics Association	Toronto
Canadian Institute of International Affairs	Ottawa
Canadian Inter-American Association	Montreal
Canadian Jewish Congress	Montreal
Canadian Legion of the British Empire Service League	Winnipeg
Canadian Library Association	Ottawa
Canadian Marconi Company	Montreal
Canadian Mathematical Congress	Quebec
Canadian Museums Association	Ottawa
Canadian Music Council	Toronto
Canadian Schools of Social Work—National Committee	Montreal
Canadian Social Science Research Council	Ottawa
Canadian Society of Landscape Architects and Town Planners	Montreal
Canadian Teachers' Federation	Ottawa
Canadian War Museum Board	Ottawa
Canadian Welfare Council—Recreation Division	Ottawa
Canadian Writers' Committee	Toronto
Canadian Writers' Foundation	Ottawa
Carleton College (Senate)	Ottawa
Central Mortgage and Housing Corporation	Ottawa
Centre d'Etudes Amérindiennes de l'Université de Montréal	Quebec
*Centre d'Etudes Orientales de la Faculté des Lettres de l'Université de Montréal	
Cercles des Fermières de la Province de Québec	Quebec
Chambre de Commerce de Québec	Quebec
Chambre de Commerce des Jeunes de Chicoutimi	Quebec
Chambre de Commerce du District de Montréal	Ottawa
*Chess Federation of Canada	
Church of England in Canada	Ottawa
Clubs 4-H Inc.	Ottawa
Cobourg, Town of	Ottawa
Collège des Médecins Vétérinaires de la Province de Québec	Montreal
Colonial Broadcasting System Limited	St. John's
Comité Permanent de la Survivance Française en Amérique	Quebec
Commanda, Mrs. Gisela	Toronto
Commercial & Press Photographers' Association of Canada	Toronto
Community Arts Council of Vancouver	Vancouver
Community Arts Council of Vancouver—Drama Section	Vancouver
Community Children's Theatre	Vancouver
Community Planning Association of Canada	Ottawa
Compagnons de Saint-Laurent	Montreal
Competitive Festival of Music, New Brunswick	Saint John
Composers, Authors & Publishers Association of Canada, Limited	Toronto
Concerts Symphoniques de Montréal	Montreal
Conseil Canadien de la Coopération	Montreal
*Conseil du Film de St-Jérôme	Montreal

Conseils du Film de St-Lambert, St-Jean, St-Rémi, Salaberry de Valleyfield et Rigaud	Ottawa
Conservatoire National de Musique de Québec	Quebec
*Conservatoire Populaire et le Chœur de France	
Contemporary Verse, A Canadian Quarterly	Vancouver
Co-Operative Commonwealth University Federation	Saskatoon
Co-Operative Union of Canada	Ottawa
Co-Ordinating Committee of Canadian Youth Groups	Ottawa
Corbett, Mr. David C.	Fredericton
Corporation des Agronomes de la Province de Québec	Ottawa
*Culture, Revue Trimestrielle—A Quarterly Review	
Dalhousie University	Halifax
Department of Transport (Radio Division) and Co-Ordinator of Civil Defence	Ottawa
de Rimanoczy String Players' Society	Vancouver
*d'Hondt, Mr. Walter	
Disciples de Massenet	Montreal
*Discussion Group of Hamilton	
Dominion Drama Festival	Ottawa
Don Valley School of Art	Ottawa
Drama Playhouse	Montreal
Edmonton Museum of Arts	Edmonton
Elliott, Mr. Walter E.	Toronto
Federated Women's Institutes of Canada	Ottawa
Federated Women's Institutes of Ontario	Ottawa
Fédération Canadienne des Universitaires Catholiques	Quebec
Fédération des Chambres de Commerce des Jeunes de la Province de Québec	Quebec
Fédération des Mouvements de Jeunesse du Québec	Quebec
Fédération des Sociétés Saint-Jean-Baptiste du Québec	Quebec
Federation of British Columbia Film Councils	Vancouver
Federation of Canadian Artists	Vancouver
Federation of Canadian Artists—Alberta Region	Calgary
Federation of Canadian Artists—British Columbia Region	Vancouver
Federation of Canadian Artists—Edmonton Branch	Edmonton
Federation of Canadian Artists—Prince Albert Branch	Saskatoon
Federation of Canadian Music Festivals	Winnipeg
*Federation of Film Councils of Eastern Ontario	
Fiction Writers of Saskatchewan	Regina
Fiddlehead Poetry Society	Fredericton
First Statement Press	Montreal
Forget, Mr. André	Montreal
Fraser Canyon Indian Arts & Crafts Society	Victoria
Fraser, Mr. Charles F., and Mr. Garnet T. Page	Ottawa
Fredericton Art Club	Fredericton
Frontier College	Toronto
General Ministerial Association of Greater Winnipeg	Winnipeg
Gibson, Mr. John Wesley	Victoria
Gordon, Mr. K. W.	Saskatoon
Gourd, Mr. J. J.	Montreal

Group of Citizens interested in Adult Education	Winnipeg
Group of Representative Citizens of Greater Victoria	Victoria
<i>ad hoc</i> Group in Fredericton	Fredericton
Groupe de Peintres de Montréal	Montreal
Halifax Conservatory of Music	Halifax
Halifax District Trades & Labour Council	Halifax
Hall, Miss Margaret K.	Fredericton
Harris Memorial Gallery	Charlottetown
<i>Here and Now</i>	Toronto
Historical and Scientific Society of Manitoba	Winnipeg
*Historical Society of Ottawa	
Humanities Research Council of Canada	Ottawa
*Imperial Order, Daughters of the Empire—Agnes Hudson Chapter, Vancouver	
Imperial Order, Daughters of the Empire	Toronto
*Inglis, Mr. J. M.	
*Innkeepers of Prince Edward Island	
Institut Botanique de l'Université de Montréal	Montreal
Institut Canadien de Québec	Quebec
Institut d'Etudes Médiévales	Montreal
Institut de Biologie Générale et de Zoologie de l'Université de Montréal, Faculté des Sciences	
*Institut de Géographie de l'Université de Montréal	
Institut de Microbiologie et d'Hygiène de l'Université de Montréal	Montreal
Institut de Traduction de l'Université de Montréal	Quebec
Institute of Professional Town Planners	Toronto
*Inter-Ethnic Citizens' Council of Toronto	
International Student Service of Canada—Administrative Committee	Toronto
International Student Service of Canada—University of Saskatchewan Committee	Saskatoon
*James, Miss Frances	
Jardin Botanique de Montréal	Montreal
*Jeunesses Musicales du Canada (St-Hyacinthe)	
John O'London Society	Vancouver
*Junior League of Toronto	
*Junior League of Vancouver	
Junior League of Winnipeg	Winnipeg
Kerr, Mr. Douglas	Vancouver
King's College, University of	Halifax
*Kinsmen Club of Saskatoon	
*Ladies' Morning Musical Club of Montreal.	
Leary, Mr. Albert Edward	Toronto
Library of Parliament	Ottawa
Ligue d'Action Nationale	Ottawa
Lindner, Mr. E.	Saskatoon
Little Symphony of Montreal Inc.	Montreal
*Little Theatre Guild of Charlottetown	
London Public Library and Art Museum (Toronto)	Ottawa

*McBain, W. J., James A. Murray, John C. Parkin, George A. Robb, Toronto (Joint Brief)	
McGill University, Museum	Montreal
*McMahon, Mr. J. S.	
McNaughton, Mr. John	Saskatoon
Maison des Etudiants Canadiens (Paris)—Canadian Committee	Ottawa
Manitoba Association for Adult Education—French Section	Winnipeg
Manitoba Federation of Agriculture and Co-Operation	Winnipeg
*Manitoba Legislative Library	
Mann, Mr. Walter B.	Ottawa
Manny, Miss Louise	Fredericton
Maritime Art Association	Halifax
Maritime Association of Broadcasters	Saint John
Maritime Federation of Agriculture	Saint John
Maritime Library Association	Saint John
Maritime Professional Photographers' Association	Halifax
Memorial University of Newfoundland	St. John's
Metal Arts Guild	Ottawa
Montreal Board of Trade	Montreal
Montreal Museum of Fine Arts	Montreal
Montreal Museum of Fine Arts—School of Art and Design	Montreal
Montreal Special Libraries Association	Montreal
Montreal Women's Symphony Orchestra	Montreal
Morisset, Mr. Georges	Quebec
Mount Allison University	Saint John
Mount Saint Vincent College	Halifax
National Advisory Council on School Broadcasting	Quebec
National Conference of Canadian Universities	Ottawa
National Council of Women of Canada	Toronto
National Farm Radio Forum	Ottawa
National Federation of Canadian University Students	Halifax
National Film Board of Canada	Ottawa
*National Film Board of Canada—Alberta Region	
*National Film Board of Canada (Alberta Region) and University of Alberta (Department of Extension)	
National Film Society of Canada	Ottawa
*National Film Society of Canada—Toronto Branch	
National Gallery of Canada	Ottawa
National Museum of Canada	Ottawa
New Brunswick, Department of Education	Fredericton
New Brunswick, Department of Industry and Reconstruction, Handicrafts Division	Fredericton
*New Brunswick Museum	
New Brunswick Teachers' Association	Fredericton
New Westminster Arts Committee	Vancouver
Newfoundland Department of Education	St. John's
Newfoundland Museum	St. John's
Newfoundland Public Libraries Board	St. John's
Newton, Dr. Robert (President, University of Alberta)	Edmonton
*Nobleman, Mr. Ben	
Northern Ontario Art Association	Toronto

Nova Scotia College of Art	Halifax
Nova Scotia, Department of Education, Division of Adult Education	Halifax
Nova Scotia, Department of Education, Division of Adult Education, Dramatics Adviser See: Wetmore, Mr. Donald	
Nova Scotia Drama League	Halifax
Nova Scotia Museum of Science	Halifax
Nova Scotia Music Teachers' Association	Halifax
Nova Scotia Society of Artists	Halifax
Nova Scotia Teachers' Union	Halifax
Ontario Association of Film Councils	Toronto
Ontario, Department of Education	Toronto
Ontario Federation of Home and School Associations (Toronto)	Ottawa
Ontario Historical Society	Toronto
Ontario Registered Music Teachers' Association	Toronto
Ontario Research Foundation	Toronto
Ontario Society of Photographers	Toronto
Ontario Teachers' Federation	Toronto
Orchard, Professor Robert	Edmonton
Orchestre Symphonique de Québec	Quebec
Orchestre Symphonique des Jeunes de Montréal	Montreal
*Ottawa Coin Club	
Page, Mr. Garnet T. See: Fraser, Mr. Charles F.	
Periodical Press Association	Toronto
*Phillips, Mr. Alan	
Pontifical Institute of Mediaeval Studies	Ottawa
*Prentice, Mr. Howard A. and Mr. John Pollock.	
Prince Edward Island Adult Education Council	Charlottetown
Prince Edward Island Government	Charlottetown
Prince Edward Island Teachers' Federation	Charlottetown
Prince of Wales College	Charlottetown
Privately Published Publications and Leaf and Quill Publications	Toronto
Professional Institute of the Civil Service of Canada	Montreal
Provincial Association of Protestant Teachers of Quebec	Montreal
Provincial Council of Women of New Brunswick	Fredericton
Public Affairs Institute	Vancouver
Public Archives of Canada	Ottawa
Radio Manufacturers Association of Canada	Ottawa
Radio Programme Producers	Montreal
Regina Art Centre Association	Regina
Regina Library Association	Regina
*Regina Orchestral Society	
Research Council of Ontario	Toronto
*Revue Canadienne de Biologie	
Royal Architectural Institute of Canada	Ottawa
Royal Astronomical Society of Canada (Toronto)	Ottawa
Royal Canadian Academy of the Arts	Toronto
Royal Canadian Institute	Toronto
Royal Conservatory of Music of Toronto	Toronto
Royal Ontario Museum	Toronto
Royal Society of Canada	Ottawa

St. Dunstan's College	Charlottetown
St. Francis Xavier University	Halifax
Saint John's Art Club, Inc.	Saint John
*St. John's High School Memorial Centre (Winnipeg)	
St. John's Players	St. John's
St. Thomas College	Saint John
Saskatchewan Archives Board	Regina
Saskatchewan Arts Board	Regina
Saskatchewan, Department of Education	Regina
Saskatchewan Drama League	Regina
Saskatchewan Library Association	Saskatoon
Saskatchewan Musical Association	Saskatoon
Saskatchewan Teachers' Federation	Regina
Saskatoon Archaeological Society	Saskatoon
Saskatoon Council of Home and School Associations	Saskatoon
Saskatoon Council of Women	Saskatoon
Savage, Mr. Hugh	Victoria
School of Theatrical Arts	Victoria
Sculptors' Society of Canada	Toronto
Sir Ernest MacMillan Fine Arts Club	Vancouver
*Smith, Mr. David	
Société Canadienne d'Enseignement Postsecondaire	Quebec
Société Canadienne d'Histoire Naturelle et ses Filiales	Quebec
Société d'Education des Adultes du Québec	Montreal
Société d'Enseignement Postsecondaire (Section Française du Manitoba)	
See: Manitoba Association for Adult Education—French Section	
Société d'Etude et de Conférences	Montreal
Société de Bienfaisance des Artistes	Montreal
Société de Géographie de Montréal	Montreal
Société des Écrivains Canadiens	Montreal
Société des Éditeurs Canadiens du Livre Français	Montreal
Société des Festivals de Montréal	Montreal
Société des Traducteurs de Montréal	Montreal
Société des Visites Interprovinciales	Quebec
Société Historique de Montréal	Montreal
Société Historique de Québec	Quebec
*Société Pro Musica	
Société Richelieu	Quebec
Somerses, Miss Dorothy	Vancouver
Sports College Association	Toronto
Student Veterans at the University of British Columbia	Ottawa
Superintendent and Supervisors of Winnipeg Schools	Winnipeg
Theatre Guild of Saint John	Saint John
Theatre Under the Stars	Vancouver
*Thompson, Mr. Gordon V.	
Thompson, Dr. W. P. (President, University of Saskatchewan)	Saskatoon
Town Meeting Limited	Vancouver
Trades and Labour Congress of Canada	Ottawa
Ukrainian Canadian Committee	Winnipeg
*Ukrainian Catholic Brotherhood of Canada	

*Union Catholique des Cultivateurs d'Ottawa	
*Union des Artistes Lyriques et Dramatiques de Québec	
Union des Latins d'Amérique	Montreal
Union Fédérale des Employés des Postes Radiophoniques	Montreal
United Church of Canada—Commission on Culture	Toronto
United Farmers of Canada	Saskatoon
United Nations Association in Canada	Ottawa
Université du Sacré-Coeur de Bathurst	Saint John
Université Laval	Quebec
University of New Brunswick	Fredericton
University of Saint Mary's College	Halifax
Université Saint-Joseph	Saint John
University of Toronto Press	Ottawa
University Women's Club of Regina	Regina
*Upper Canada Genealogical Society	
Vancouver Art Gallery Council	Vancouver
Vancouver Board of Trade	Vancouver
*Vancouver Business and Professional Women's Club	
*Vancouver Children's Theatre Limited	
Vancouver Film Council	Vancouver
Vancouver Little Theatre Association	Vancouver
Vancouver Poets	Vancouver
Vancouver Symphony Society	Vancouver
Victoria and District Trades and Labour Council	Victoria
Victoria Chamber of Commerce	Victoria
West Vancouver Community Association	Vancouver
West Vancouver Sketch Club	Vancouver
Western Canada Art Circuit	Calgary
Western Stage Society	Saskatoon
Wetmore, Mr. Donald (Dramatics Adviser, Nova Scotia Department of Education, Division of Adult Education)	Halifax
Winnipeg Musicians' Association	Winnipeg
Winnipeg Symphony Society	Winnipeg
Women's Canadian Club of Winnipeg	Winnipeg
Women's Musical Club of Winnipeg	Winnipeg
World Calendar Association International—Canadian Affiliate	Ottawa
Wright, Dr. C. P. (2 Briefs)	Fredericton
Writers and Players Club of Ottawa	Ottawa
York-Sunbury Historical Society Limited	Fredericton
Young Women's Christian Association—National Council	Toronto
*Zalloni, Mr. François	
Zeidman, Rev. Dr. Morris (Scott Mission Inc.)	Toronto

The following did not make written submissions to the Royal Commission, but appeared before it in public session to make statements which were discussed by the Commission and became part of the evidence:

Burns, Major General E. L. M. and M. H. W. Jamieson (Department of Veterans' Affairs), Dr. John E. Robbins (Dominion Bureau of Statistics)	Ottawa
Calgary Business & Professional Women's Club	Calgary
Canadian Handicrafts Guild—Edmonton Branch	Edmonton
Gillson, Mr. A. H. S.	Winnipeg
Jarvis, Miss Lucy	Fredericton
Kinley, Miss Ethel	Winnipeg
Leacock, Dr. S. R.	Saskatoon
Nova Scotia Technical College	Halifax
Parton, Mr. John	Winnipeg
Smith, Miss Madge	Fredericton
Winnipeg Council of Women	Winnipeg
Women's Institutes of Manitoba	Winnipeg

APPENDIX II

PUBLIC SESSIONS OF THE ROYAL COMMISSION

Ottawa	August 3-September 8, 1949
Winnipeg	October 11-13, 1949
Saskatoon	October 17-18, 1949
Edmonton	October 19-21, 1949
Vancouver	October 24-26, 1949
Victoria	October 28-29, 1949
Calgary	November 1-2, 1949
Regina	November 3-4, 1949
Toronto	November 15-19, 1949
Montreal	November 23-26, 1949
Quebec	January 10-12, 1950
Fredericton	January 16-17, 1950
Saint John	January 18-19, 1950
Halifax	January 20-23, 1950
Charlottetown	January 26, 1950
Ottawa	April 11-20, 1950
St. John's, Newfoundland	July 7-8, 1950

APPENDIX III

SPECIAL COMMITTEES

The following, with certain members of the Royal Commission, served on the Committees as shown:

SCHOLARSHIPS

Dr. George Brown, University of Toronto
 Dr. Léon Lortie, University of Montreal
 Dr. C. J. Mackenzie, Chairman, National Research Council
 Dr. R. G. Trotter, Queen's University
 Dr. David Thomson, McGill University
 Dr. John E. Robbins, Dominion Bureau of Statistics
 Mr. Léon Mayrand, Department of External Affairs
 Mr. Paul Tremblay, Department of External Affairs

LIBRARIES AND PUBLIC RECORDS

Dr. W. Kaye Lamb, Dominion Archivist
 Mr. F. A. Hardy, Parliamentary Librarian
 Mr. F. Desrochers, General Librarian, Parliamentary Library
 Mr. G. de T. Glazebrook, Department of External Affairs
 Col. C. P. Stacey, O.B.E., Department of National Defence
 Abbé A. Maheux, Archivist, Laval University

MUSEUMS

Dr. W. Kaye Lamb, Dominion Archivist
 Col. C. P. Stacey, O.B.E., Department of National Defence
 Mr. H. O. McCurry, Director, National Gallery of Canada
 Professor Gerard Brett, Director, Royal Ontario Museum of Archaeology
 Dr. F. J. Alcock, Chief Curator, National Museum of Canada.

HISTORIC SITES AND MONUMENTS

Hon. Norman P. Lambert, The Senate
 Col. C. P. Stacey, O.B.E., Department of National Defence
 Mr. Pierre Brunet, Dominion Archives
 Professor G. F. G. Stanley, Royal Military College of Canada

APPENDIX IV

SPECIAL STUDIES PREPARED AT THE REQUEST OF THE ROYAL COMMISSION

Professor Henry Alexander	The English Language in Canada
Mr. Eric R. Arthur	Architecture
Mr. Charles Bilodeau	L'histoire nationale
Mr. Pierre Boucher	La valeur culturelle des radio-romans
Professor Louis Bourgoin	La recherche scientifique au Canada de langue française

Mr. Donald W. Buchanan	The Canadian Documentary Film
Professor Charles F. Comfort	Painting
Dr. E. A. Corbett	The Problem of Canadian Youth
Mr. Pierre Daviault	La langue française au Canada
Mr. Robertson Davies	The Theatre
Mr. and Mrs. Kjeld Deichmann	Canadian Handicrafts, with particular reference to New Brunswick
Mr. Charles DeKoninck	La philosophie
Mr. Wilfrid Eggleston	The Press of Canada
Dr. G. H. Ettinger	Medical Research
Messrs. Albert Faucher et Maurice Tremblay	Les sciences sociales
Mr. Donatien Frémont	La presse de langue française au Canada
Mr. René Garneau	La littérature
Mr. Abel Gauthier	Les mathématiques
Mr. Jean-Marie Gauvreau	Les arts appliqués dans la province de Québec
Professor G. P. Grant	Philosophy
Dr. and Mrs. Harry B. Hawthorn	Contemporary Art of the Canadian Indian, 1950
Mr. H. E. D. Irvine	Interior Decoration
Professors B. S. Keirstead and S. D. Clark	Social Sciences
Professor William Line	Psychology
Mr. Léon Lortie	Les sciences
Professor Edward A. McCourt	Canadian Letters
Sir Ernest MacMillan	Music
Rev. Noël Mailloux, o.p.	La psychologie
Dr. Huet Massue	La formation des ingénieurs de langue française au Canada et les possibilités d'emploi
Mr. Gérard Morisset	Les arts dans la province de Québec
Professor W. L. Morton	Historical Societies and Museums
Dr. Hilda Neatby	National History
Mr. Henri-Paul Péladeau	La situation de l'édition et de la vente du livre français au Canada
Dr. B. K. Sandwell	Present Day Influences on Canadian Society
Mgr. F. A. Savard	Les humanités
Professor J. W. T. Spinks	The Natural Sciences
Col. C. P. Stacey, O.B.E.	Canadian Archives
Professor K. F. Tupper	The Teaching of Applied Science in Canada
Professor Malcolm W. Wallace	The Humanities
Mr. Sholto Watt	Memoranda on Books in Canada

APPENDIX V

A.

I. CARNEGIE CORPORATION GRANTS TO UNIVERSITIES, COLLEGES
AND SCHOOLS IN CANADA (AND NEWFOUNDLAND) FROM
BRITISH DOMINIONS AND COLONIES FUND, 1911-1949

Classification of Institutions

- I. Universities and Colleges
IV. Secondary Schools
V. Departments of Education, Special Schools.
III. Junior Colleges

	Total	Endow- ment	Equip- ment	Support Develop- ment	Research Study Publication
Canada	\$5,990,576	\$3,440,000	\$347,450	\$1,840,950	\$191,550
Nova Scotia					
I. Acadia University	\$ 328,700	\$ 275,000	\$ 22,500	\$ 26,200	\$ 5,000
Dalhousie University	1,412,126	1,135,626*	16,000	248,000	12,500
*Includes \$70,626 for building.					
King's College	800,500	600,000	3,000	197,500	—
St. Francis Xavier College	144,000	50,000	6,000	88,000	—
IV. Halifax Ladies College	1,475	—	1,475	—	—
Prince Edward Island					
I. Prince of Wales College	79,500	75,000	4,500	—	—
St. Dunstan's College	1,800	—	1,800	—	—
New Brunswick					
I. Mount Allison University	152,050	125,000	12,050	15,000	—
New Brunswick (University of)	4,500	—	4,500	—	—
Quebec					
I. Bishop's College, University	4,500	—	4,500	—	—
Laval University	6,000	—	6,000	—	—
McGill University	1,249,900	1,000,000	17,250	225,450	4,800
Montreal, University of	8,000	—	—	8,000	—
IV. Bishop's College School	2,000	—	2,000	—	—
Lower Canada College	1,475	—	1,475	—	—
Montreal, Baron Byng H. S.	2,000	—	2,000	—	—
Montreal H. S. for Girls	2,000	—	2,000	—	—
Stanstead College	1,800	—	—	—	—
V. School of Higher Commercial Studies	3,000	—	3,000	—	—
Ontario					
I. McMaster University	57,750	—	8,250	49,500	—
Ottawa, University of	4,500	—	4,500	—	—
Queen's University	408,350	100,000	22,550	273,800	12,000
Toronto, University of	243,250	—	44,150	64,100	135,000

Ontario Agricultural College					
	4,250	—	—	—	4,250
Western Ontario, University of					
	40,050	—	17,550	22,500	
III Alma College	2,000	—	2,000	—	—
Assumption College	2,400	—	2,400	—	—
Ursuline College	1,500	—	1,500	—	—
Waterloo College	2,400	—	2,400	—	—
IV. Bishop Strachan School					
	2,000	—	2,000	—	—
Ontario Ladies College	2,000	—	2,000	—	—
Pickering College	2,000	—	2,000	—	—
Trinity College School	2,000	—	2,000	—	—
Upper Canada College	152,000	150,000	2,000	—	—
V. Frontier College of Canada					
	10,000	—	—	10,000	—
Manitoba					
I. Manitoba, University of					
	67,550	—	7,550	60,000	—
IV. Ravencourt School	2,000	—	2,000	—	—
Riverbend School for Girls	1,325	—	1,325	—	—
Winnipeg, Kelvin High School	2,000	—	2,000	—	—
Saskatchewan					
I. Saskatchewan, University of					
	121,500	—	19,000	97,500	5,000
III. Campion College	1,500	—	1,500	—	—
Luther College	2,400	—	2,400	—	—
Regina College	22,550	—	7,550	15,000	—
Alberta					
I. Alberta, University of	241,500	100,000**	22,500	106,000	13,000
**Building rather than endowment					
III Mount Royal College	1,500	—	1,500	—	—
IV Edmonton, Strathcona H.S.					
	1,325	—	1,325	—	—
V Provincial Institute of Technology and Art					
	1,325	—	1,325	—	—
British Columbia					
I British Columbia, University of					
	72,550	—	22,550	50,000	—
III Victoria College	3,000	—	3,000	—	—
IV Shawnigan Lake School					
	1,150	—	1,150	—	—
Vancouver Kitsilano H.S.	2,000	—	2,000	—	—
V British Columbia, Department of Education					
	8,975	—	3,475	5,500	—
Newfoundland					
I. Memorial University College					
	293,325	—	16,825	276,500	—

II. CARNEGIE CORPORATION GRANTS TO INSTITUTIONS OTHER
THAN UNIVERSITIES, COLLEGES AND SCHOOLS, AND TO
OPERATING AGENCIES, IN CANADA (AND NEWFOUND-
LAND), FROM BRITISH DOMINIONS AND COLONIES
FUND, 1911-1949.

	Total	General support including Equipment	Support of Specific Activity	Research, Study, pub- lication	Meetings, Travel, Visits
Canada	\$1,355,612	\$529,500	\$681,149	\$77,732	\$67,231
Arctic Institute of North America	56,500	55,000	—	—	1,500
British Columbia, Public Library Commission of	125,000		119,000	6,000	—
Brome County Historical Society	1,000	1,000	—	—	—
Calgary Public Museum	1,000	1,000	—	—	—
Canada-U.S. Committee on Education	5,000	5,000	—	—	—
Canadian-American Conferences	9,002	—	—	—	9,002
Canadian Association for Adult Education	152,500	96,500	53,000	3,000	—
Canadian Bar Assoc.	30,000	—	—	30,000	—
Canadian Bureau for the Advancement of Music	38,000	38,000	—	—	—
Canadian Citizenship Council	4,000	—	4,000	—	—
Canadian Council for Educational Research	10,000	10,000	—	—	—
Canadian Education Assoc.	1,500	—	—	—	1,500
Canadian Institute of International Affairs	96,000	—	68,500	—	27,500
Canadian Library Council	20,000	20,000	—	—	—
Canadian Museum Development	35,800	35,800	—	—	—
Canadian Libraries, Grants-in-Aid for	4,000	—	4,000	—	—
Canadian Museum Workers, Grants-in-Aid for	7,300	—	—	7,300	—
Canadian Social Science Research Council	47,300	27,500	—	19,800	—
Canadian Universities' Conference	16,000	—	16,000	—	—
Committee on Cultural Relations in Canada	2,000	—	—	2,000	—
Edmonton Museum	1,500	1,500	—	—	—
Federation of Canadian Artists	1,500	1,500	—	—	—
Humanities Research Council of Canada	10,000	10,000	—	—	—
Institution des Sourds-Muets	1,000	1,000	—	—	—

International Association of Medical Museums	5,000	—	—	5,000	—
International Conference of Agricultural Economists	1,225	—	—	—	1,225
International Labour Organization	30,000	30,000	—	—	—
Jubilee Guilds of Newfoundland	4,000	4,000	—	—	—
Lady Tweedsmuir Prairie Libraries	3,000	3,000	—	—	—
Maritime Provinces, Central Advisory Committee on Education	20,754	—	—	—	20,754
Maritime Provinces, Study of Education in	3,132	—	—	3,132	—
Manitoba Museum	1,500	1,500	—	—	—
Montreal, Art Association of	29,000	—	29,000	—	—
Montreal Botanical Garden	6,200	6,200	—	—	—
Montreal Children's Library	5,000	—	5,000	—	—
National Gallery of Canada	74,649	7,500	67,149	—	—
New Brunswick Museum	9,000	—	9,000	—	—
Newfoundland Adult Education Association	19,500	18,500	1,000	—	—
Newfoundland Public Libraries Board	10,000	10,000	—	—	—
Newfoundland Exchange of Visits	750	—	—	—	750
Nova Scotia, Public Archives of	1,500	1,500	—	—	—
Nova Scotia Regional Libraries Commission	50,000	50,000	—	—	—
Prince Edward Island Libraries	97,000	2,000	95,000	—	—
Quebec Association for Adult Education	10,000	10,000	—	—	—
Royal Canadian Institute	6,500	—	—	1,500	5,000
Royal Society of Canada	163,000	25,000*	138,000	—	—
*Endowment					
Société Canadienne d'Enseignement Postsecondaire	3,000	3,000	—	—	—
Toronto, Art Gallery of	55,000	5,000	50,000	—	—
Toronto Public Library Association	500	—	500	—	—
Vancouver Art Gallery	3,500	3,500	—	—	—
Vancouver City Museum	1,500	1,500	—	—	—
Victoria Provincial Museum	2,000	2,000	—	—	—
Winnipeg Art Gallery	1,500	1,500	—	—	—
Workers Educational Association of Canada	23,500	17,500	6,000	—	—
Workers Educational Association of Ontario	22,500	22,500	—	—	—
Y.M.C.A. of Canada, National Council of	4,000	—	4,000	—	—

APPENDIX V.

B.

THE ROCKEFELLER FOUNDATION

EXPENDITURES FOR WORK IN CANADA TO DECEMBER 31, 1950

	Field of Expenditure						
	Total	Public Health	Medical Sciences	Natural Sciences	Social Studies	Cultural Studies	General
Baptist Union of Western Canada 1914-17	\$ 40,000.00	\$ —	\$ —	\$ —	\$ —	\$ —	\$ 40,000.00
Bibliothèque Municipale de Montréal 1943	44.57	—	—	—	—	44.57	—
Canada—Provincial Departments of Health and Field Office 1922-50	763,928.61	763,928.61	—	—	—	—	—
Canadian Institute of International Affairs 1936-50	113,396.70	—	—	—	113,396.70	—	—
Canadian National Committee for Mental Hygiene 1924-37	306,706.13	—	306,706.13	—	—	—	—
Canadian Political Science Association 1950	1,928.49	—	—	—	1,928.49	—	—
Canadian Social Science Research Council 1941-50	162,918.77	—	—	—	162,918.77	—	—
Connaught Laboratories 1943	460.55	460.55	—	—	—	—	—
Dalhousie University 1920-1950	907,937.90	69,401.13	745,354.93	—	93,181.84	—	—
Humanities Research Council of Canada 1944-50	19,090.62	—	—	—	—	19,090.62	—
Laval University 1942-49	3,500.00	—	—	—	1,000.00	2,500.00	—
McGill University 1921-50	3,528,044.48	—	3,254,651.43	82,798.95	149,231.61	20,842.75	20,519.74
McMaster University 1943	270.24	—	—	—	—	270.24	—
Montreal General Hospital 1950	5,534.68	—	—	5,534.68	—	—	—
National Film Society of Canada 1938-45	38,863.11	—	—	—	—	38,863.11	—
National Research Council, Canada 1941-42	14,028.63	—	6,527.64	7,500.99	—	—	—
"Northern Plains in a World of Change" 1943	352.15	—	—	—	—	352.15	—

APPENDIX V.

B.

THE ROCKEFELLER FOUNDATION
EXPENDITURES FOR WORK IN CANADA TO DECEMBER 31, 1950

	Field of Expenditure					
	Total	Public Health	Medical Sciences	Natural Sciences	Social Studies	Cultural Studies
Ontario Medical Association 1937-40	23,727.07	—	—	—	23,727.07	—
Public Archives of Nova Scotia 1943-44	1,083.00	—	—	—	—	1,083.00
Royal Ontario Museum of Archaeology 1938-44	25,000.00	—	—	—	—	25,000.00
St. Francis Xavier University 1942	577.33	—	—	—	—	577.33
Travel of Visiting Scientists 1925-28	2,623.39	2,172.77	450.62	—	—	—
Travel and Training of Public Health Workers	24,470.49	24,470.49	—	—	—	—
United College 1945	1,000.00	—	—	—	1,000.00	—
University of Alberta 1920-50	606,977.20	—	586,044.53	2,000.00	2,832.76	16,099.91
University of British Columbia 1938-50	37,955.42	7,205.42	—	—	15,375.00	15,375.00
University of Manitoba 1921-45	551,693.08	9,736.87	533,784.24	—	—	8,171.97
University of Montreal 1920-50	386,335.52	—	381,435.21	—	2,000.00	2,900.31
University of New Brunswick 1943-50	11,689.24	—	—	1,500.00	—	10,189.24
University of Ottawa 1946	1,019.83	—	—	—	—	1,019.83
University of Saskatchewan 1943-49	27,815.34	—	—	—	—	27,815.34
University of Toronto 1921-50	3,278,316.10	1,766,098.49	1,265,727.86	26,368.66	17,738.47	19,860.72
Visits by Individuals and						
Commissions 1929-40	2,208.81	—	—	—	—	2,208.81
Western Canada Theatre Conference 1945-46	955.00	—	—	—	—	955.00
Fellowships through 1950	748,162.03	549,025.21	130,976.90	2,940.76	27,817.65	37,401.51
Grants-in-Aid to Individuals 1939-50	22,576.27	—	1,343.83	—	8,900.85	12,331.59
TOTALS	\$11,661,190.75	\$3,192,499.54	\$7,213,003.32	\$128,644.04	\$621,049.21	\$260,744.19
						\$245,250.45

GRANTS FOR WORK IN CANADA
EXPENDITURES TO DECEMBER 31, 1950

	Total	Field of Expenditure					Cultural Studies	General
		Public Health	Medical Sciences	Natural Sciences	Social Studies			
Laura Spelman Rockefeller Memorial Expenditures to December 31, 1928	\$ 70,000.00	\$ —	\$ —	\$ —	\$ 70,000.00	\$ —	\$ —	\$ —
Baptist Union of Western Canada 1919-25	\$ —	—	—	—	—	—	—	—
Canadian National Committee for Mental Hygiene 1928	15,000.00	—	—	—	15,000.00	—	—	—
McGill University 1925-28	32,016.90	—	—	—	32,016.90	—	—	—
University of Toronto 1925-28	39,500.00	—	—	—	39,500.00	—	—	—
	\$ 156,516.90	\$ —	\$ —	\$ —	\$ 156,516.90	\$ —	\$ —	\$ —
SUMMARY:								
Expenditures to December 31, 1950								
The Rockefeller Foundation	\$11,661,190.75	\$3,192,499.54	\$7,213,003.32	\$128,644.04	\$621,049.21	\$260,744.19	\$245,250.45	
Laura Spelman Rockefeller Memorial	156,516.90	—	—	—	156,516.90	—	—	—
GRAND TOTALS	\$11,817,707.65	\$3,192,499.54	\$7,213,003.32	\$128,644.04	\$777,566.11	\$260,744.19	\$245,250.45	

APPENDIX VI

ASPECTS OF BROADCASTING IN CANADA

A Report prepared for the Royal Commission
on National Development in the Arts,
Letters and Sciences
by

Charles A. Siepmann, New York University

INTRODUCTORY

NATURE AND BASIS OF THE STUDY.

This study was undertaken to elucidate:

1. *The general nature of the programme content of radio broadcasting in Canada, under the separate headings—*
 - a. Network operations: CBC-owned and private affiliated stations.
 - b. Local broadcast operations: private, independent stations.
2. *Specific aspects of broadcasting, with special reference to—*
 - a. The incidence of programmes of serious and popular music.
 - b. The incidence of recorded and transcribed programmes.
 - c. The extent of controversy (i.e. many-sided discussion) in programmes.
 - d. The nature and extent of programme services which, apart from news and sports, in any way reflect Canadian life.
 - e. The extent of programmes originating outside Canada.
 - f. The extent of sponsored and sustaining programmes.
 - g. The bearing (if any) of sponsorship on programme content.
 - h. Acceptance of network programmes by affiliated stations.

A refinement of the study was introduced to throw light on some of the above characteristics of programming not only in all day broadcasting but in the main evening listening hours from 6:00 to 11:00 p.m.

The findings of this report are based on analysis of replies to a questionnaire, seeking information on programmes broadcast throughout the week of April 3rd. to April 9th, 1949, sent by the Commission to every broadcasting station throughout the Dominion of Canada.

Questionnaire forms were returned by 118 stations. Eighteen returns were discarded because of irreconcilable statistics in the summary sheets which could not be accounted for and four were received too late for inclusion. Ninety-six questionnaires were thus available for analysis and constitute the basis of this study. With respect to the number, function and geographical location of the stations represented, these returns provide a more than adequate representative sample of broadcasting activities in Canada.

PROBLEMS AND CAUTIONS.

The following considerations suggest restrained interpretation of the findings:

1. Pressure of time precluded a sample pre-test of the questionnaire in the light of which modifications might have been introduced to insure more precise and uniform responses from the stations.
2. Remarks Column on the questionnaire was in many cases inadequately used to clarify the exact nature of programmes listed in the questionnaire. As a result ambiguity to some programme descriptions.
3. In some instances variant definitions of the same programme were listed by different stations over which it was broadcast, leaving the analyst in doubt as to how to classify the programme. Thus, for example, a programme titled "Cross Section" was variously described by different stations as "Talk Informative," "Labor Discussion," "Drama," "Child Psychology," "Special Event," "Citizenship," and "Education." Another programme, titled, "Can You Top This?" was variously described as "Talk Informative," "Narrative," "Comedy," "Drama and Feature."
4. Certain programme categories, even if we assumed (as we cannot) that they were uniformly defined by every station, are too broad for any precise meaning to attach to them. Thus, "semi-classical" music lends itself to equivocal interpretation. Drama, likewise, is a category comprising programmes ranging from Shakespeare to Soap Opera.
5. The process of averaging out the performance of stations in any given category inevitably attenuates and distorts the distinctive attributes of the performance of any given station in the group. Such average figures must, therefore, be taken as broadly indicative of performance by the group as a whole and not as characteristic of any single station in the group.
6. Fuller information on pertinent facts and considerations is needed before judgment can fairly be passed on aspects of any given station's performance which seem to invite critical comment.
7. The week, chosen at random, as basis for the inquiry may have included and/or excluded programme material which, with respect to some specific item, makes of the week an atypical sample of broadcasting over a more extended period.

Despite these qualifications, however, it is believed that the findings disclose characteristics of Canadian broadcasting which, broadly interpreted, may be held to be true and perhaps illuminating.

SCHEMATIC OUTLINE OF THE REPORT.

The report analyses the data under two main heads corresponding to the functional distinction between two main aspects of broadcasting in Canada. The Canadian Broadcasting Corporation, with its owned and affiliated stations, exists to provide, insofar as coverage permits, a varied and well balanced national service of programmes with emphasis on the fullest reflection of distinctive facets of Canadian life and culture. The function of local station operations, (whether over stations affiliated to CBC or over private, independent stations) is to supplement the national service with alternatives of programme choice over as wide a range of subject matter as is possible and with particular reference to the reflection of local life and talent. This functional distinction makes point by point comparison between the two groups not only odious but in large measure irrelevant. The programme resources available to the two groups vary in extent

and in nature, as does their function. It is for this reason that network broadcasting and local station operations are examined separately. Comparative statistics, for what they may be worth, are provided separately in Part III.

PART I.

NETWORK BROADCASTING

Our analysis follows what would seem the logical sequence of thought of one seeking to inquire into the nature of network broadcasting as this develops from (a) a schematic outline of programmes to be offered to the public through (b) the many ramifications of network organization to (c) its final outcome in terms of programmes heard by the listener. We begin, therefore, with the basic programme output of the three networks and seek to answer the question, what kind of a programme schedule is offered by CBC over its three networks. We proceed thereafter to examine the relation between the basic output of the three networks and the programmes actually carried by the various groups of affiliated stations of which each network is composed.

I. ANALYSIS OF THE MASTER PROGRAMME SCHEDULES OF THE THREE CANADIAN NETWORKS.

The following chart provides a breakdown by subject matter of the Master Program Schedules of the three Canadian networks (a) for all hours of broadcasting, and (b) for the period 6:00 to 11:00 p.m. This latter period has been chosen as that in which broadcasting musters the largest available audiences. We wish to reiterate the cautions and qualifications, referred to in the introduction, which must attach to interpretation of the facts and figures given below.

Notes and Comments:

ALL DAY PROGRAMME SCHEDULE.

On all three networks there appears to be even handed justice in the provision made for a wide range of programme categories. Consideration appears to be given to the interests of lesser majorities and major minorities of taste. Thus for instance, "talks" and "serious music" seem provided for in proportions more generous than might result from the findings of a public opinion poll. The intrinsic merits of a programme appear to be equated with its likely popularity.

Of all the programme categories, popular music occupies the highest percentage of available time (33.7% on Dominion, 24.6% on French and 23.6% on Trans-Canada.)

Second place is enjoyed by drama on Trans-Canada (17.6%) and on Dominion (18.5%), and by serious music (23.3%) on the French network.

On Trans-Canada the high percentage figure for drama is accounted for by the frequency of daytime serial dramas, which in the week under review amount to a total of eleven hours and fifteen minutes.

The high place (almost equivalent to that of light music) accorded to serious music on the French network is possibly accounted for by cultural characteristics peculiar to this region. With this single exception, what is striking is the general consistency between the Trans-Canada and French networks in their distribution of time available for different programme categories.

PROGRAMME SCHEDULES 6:00 TO 11:00 P.M.*

*The actual period of broadcasting over the Dominion network in the evening hours is 7:30 to 11:15 p.m.

In marked contrast to programme scheduling in the United States where, in the main evening hours, programmes tend to be sponsor-dominated and to concentrate on the major appetites of the majority listener, there is remarkable consistency between 6:00 and 11:00 p.m. with the all day pattern of broadcasting on the networks here under scrutiny. In the evening hours there appears to be a like concern for lesser majorities and major minorities of taste, while at the same time concessions are made in terms of programmes with broad popular appeal.

Thus, as compared with all day broadcasting a higher relative percentage of time is devoted to news, sports, and commentary (on Trans-Canada and the French networks +4.5%) and to variety (on Trans-Canada +3.7% and on the French network +5.7%).

There are relatively less talks on the French network (-4.9%) and on both the French and Trans-Canada networks less classical music (Trans-Canada -4.2%, French network -4%). (On the French network, however, there is also less light music than throughout the day (-5.6%). As a result, the amount of serious music of an evening actually exceeds that of light music.)

News on the French network is less than on Trans-Canada by 5%. This is perhaps accounted for by the distinction between the scope of news service required of a national and regional network.

In evening hours, as in the total broadcast schedule, there is a significant consistency between the general programme pattern of the French and Trans-Canada networks.

The Dominion network, on the other hand, appears to operate as something of a makeweight to the fare provided on Trans-Canada. Thus, only ninety minutes of serious music are offered in the entire week as compared with four hours and ten minutes on Trans-Canada. Light music, on the other hand, predominates in the evening hours, amounting to ten hours in the week, or 33.7% of total time. This contrasts with seven hours and thirty-five minutes, or 21.7%, on the Trans-Canada network.

Description of drama in the logs suggests a somewhat higher quality of drama on Trans-Canada in evening hours, no serial drama occurring between 6:00 and 11:00 p.m.

Conspicuous by its total absence—on all three networks—is controversy, in the sense of many-sided discussion of a public question. Conceivably the sample week chosen for study was unrepresentative in this regard.

MUSIC

Music was the only category which lent itself to analysis in which the qualitative aspects of a programme might be appraised. A very broad distinction between serious and light music was here possible. It will be noted that music programmes are thus differentiated in the preceding chart. Programmes listed as classical, semi-classical or religious music were grouped as "serious," while salon music, light orchestras and dance music were classified as "popular." The distinction is, of course, a crude one, and much music is undoubtedly included in the serious category which is unlikely to satisfy the tastes of the classical purist. Purism apart, however, fair provision for serious tastes in music seems made both on the Trans-Canada and French networks, though not on the Dominion.

RECORD PROGRAMMES

Analysis of record programmes brings to light the following facts:

1. One-fifth of total broadcast hours on Trans-Canada, and over one-third on the French network are devoted to record programmes.
2. On only one network (French) do record programmes consist of anything but music.
3. The percentage of total broadcast time devoted to record programmes between 6:00 and 11:00 p.m. is reduced to half that for all day broadcasting on the French and to less than one-third on Trans-Canada. On Dominion only one hour of record programmes occurs in the entire week.
4. The percentage of record programmes on the French network exceeds that on Trans-Canada by some 15% throughout the day and by 10% between 6:00 and 11:00 p.m.
5. The amount of serious recorded music on the French network is markedly higher than on other networks, both throughout the day and between 6:00 and 11:00 p.m.
6. Notable on the Dominion and French networks is the even balance between serious and light music, as also, however, is the contrast between the percentage of total time which they devote to music.

Record Programmes (1) All day, (2) 6:00 to 11:00 p.m., as
Percentage of Total Hours in Period Throughout the Week.

Network	Total Hours Broadcast	Total Hours of Records	Record Serious Music	Percentages of Total Popular Music	Total Hrs. in Period Other Records	Total
Trans-Canada:						
6-11 p.m.	35:00	2:10	4.8	1.4	—	6.2
All Day	107:20	22:20	6.8	12.6	1.4	20.8
Dominion:*						
(approx.)						
7:30-11:15 p.m.	29:40	1:00	1.7	1.7	—	3.4
French:						
6-11 p.m.	35:00	5:50	7.1	8.1	1.4	16.6
All Day	107:55	37:59	15.7	16.7	2.8	35.2

*The Dominion network is not listed for all day because its hours of broadcasting are confined to evening hours.

PROGRAMMES OF UNITED STATES AND OTHER ORIGIN.

In addition to programmes of Canadian origin and of records, the basic output of the three networks includes programmes originating in the United States and in Great Britain.

a. *Programmes of United States Origin.*

The Trans-Canada network carries twenty-two hours a week of programmes originating in the United States.

The Dominion network carries eleven hours and fifteen minutes.

The French network carries seven hours (consisting entirely of serious and light music.)

Of a week's total of forty hours and fifteen minutes on the three networks combined, over one-third (14½ hours) is devoted to drama, of which daytime serials and mystery dramas comprise all but one hour. The only other sizeable category is that comprising serious and light music, totalling fifteen hours (five hours serious and ten hours light music.)

A breakdown by network and by subject matter is shown below.

Network Programmes, Live or Transcribed, of United States Origin.
(Figures indicate hours and minutes.)

Network	News and Sports	Talks	Drama	Music Serious	Popular	Variety Comedy Entertain.	Total
Trans-Canada	1:00	:15	11:30	2:00	2:15	5:00	22:00
Dominion	1:00	:30	3:00	—	3:45	3:00	11:15
French	—	—	—	3:00	4:00	—	7:00
Total	2:00	:45	14:30	5:00	10:00	8:00	40:15

b. *Programmes of United Kingdom origin.*

The Trans-Canada network carried two hours and fifty-five minutes of programmes originating in the United Kingdom. Thirty minutes consisted of education; two hours and twenty minutes consisted of news and news comment.

The Dominion network carried no programmes from the United Kingdom.

The French network included thirty minutes in the week, consisting of daily five-minute newscasts transmitted by the British Broadcasting Corporation.

II. PROGRAMME CHARACTERISTICS OF CBC OWNED AND PRIVATE AFFILIATED NETWORK OUTLETS.

A. *Programme Output from Sign-on to Sign-off.*

It is not wholly flippant to warn readers of the foregoing analysis of CBC networks' master program schedules that any resemblance between these and the output of the many individual stations (CBC owned 'Basic' stations excepted) of which the networks are composed is purely coincidental. This is accounted for by the inherent complexity of network broadcast operations and the functional differences in the service to the network between various station categories.

Among the many factors accounting for individual variations in programme output are:

1. Differences of power and signal strength.
2. Regional time zone and audience variations.
3. Functional differences between stations in the 'Basic,' 'Group A,' and 'Group B' categories.
4. The distinctive function of "pick-up" stations which in effect originate few or no programmes but constitute relay transmitters for networks' basic output.
5. The exceptional status of a few stations which enjoy affiliation contracts with one or the other of the major United States networks.
6. Variant periods during which different stations are 'on the air.'

Of major importance is the variant contractual relationship between the CBC and stations in different 'group' categories. Thus 'Basic Private' stations receive (though they do not necessarily carry) all network commercial and sustaining programmes and are required to reserve specified periods for the latter. 'Group A' stations receive "unrestricted network sustaining service and *may be added for commercial network programmes upon request of a sponsor.*" (emphasis supplied.) They, too, have "special, reserved time schedules, usually totalling 50% in time of 'Basic' stations." Group B stations, on the other hand, (presumably because of line charge costs and/or the blanketing of their area by more powerful Basic or Group A stations) receive no sustaining service but may be added to the network for commercial programmes, upon a sponsor's request.

Thus the character of network programme service brought to listeners in different localities is not uniform. It cannot, need not and indeed should not, be so. The CBC provides, as it were, cafeteria service. We have previously examined what provender it has available at the counter, its basic "stock in trade." We proceed now to examine what different stations in different groups carry away on their several trays for consumption by their listeners and what supplementary fare they offer on their own.

1. ACCEPTANCE OF NETWORK PROGRAMMES.

What proportion of the programmes listed in the networks' master schedules actually reach listeners over the different stations of which networks are composed? The search for an answer to this question proved to be the most exacting in our entire study.

It soon became clear, for instance, that the questionnaire form was inadequately

set up to provide the necessary data. Thus, most CBC owned stations and a few private affiliated stations, not only carried network programmes originating elsewhere, but themselves made individual contributions to the master schedule. These contributions, however, were concealed in the questionnaire returns under the rubric 'local live.' It therefore became necessary to secure from the Canadian Broadcasting Corporation supplementary data as to the extent of such contributions to network service by individual stations.

It also became clear that to calculate 'network acceptance' as a percentage of total broadcast hours offered no meaningful basis for comparison between the performance of different stations. *For network programmes were available (even to stations within a single group) in varying amounts.* (Some of the reasons for such variant service were explained in the preceding section.)

It was decided, therefore, that the only analysis that held any promise of illuminating results was one which brought to light *the percentage of available network programmes which a given station actually chose to carry.* The following chart provides evidence of this order.

Percentage of Available Network Programmes Carried by Station Groups.*				
Group	Number of Stations Analyzed	Average Percentage Network Programmes Carried	Highest Percentage in Group	Lowest Percentage in Group
Trans-Canada:				
CBC-Basic	10	93.2	100.0	77.5
Private-Basic	12	48.9	61.8	29.0
CBC-Group A	4	94.4	100.0	96.5
Private-Group A	4	46.9	67.2	21.1
Private-Group B	2	These stations receive only those commercials requested by sponsors.		
Dominion:				
CBC-Basic	1	100.0	100.0	100.0
Private-Basic	21	72.9	100.0	27.3
Private-Group A	3	61.7	86.9	18.6
Private-Group B	7	These stations receive only those commercials requested by sponsors.		
French:				
CBC-Basic	3	81.5	88.6	72.4
Private-Group A	3	51.3	56.9	44.3
*For detailed analysis of individual stations within groups, see Appendix A.				

Notes and Comments:

- The very high acceptance rate of network programmes over CBC owned stations, both Basic and Group A, is in marked contrast to that of private affiliated stations in comparable (or any other) groups. The consequent benefits to listeners are proportionate to the extent of coverage provided by these CBC stations.
- The lowest average acceptance rate on any CBC owned group of stations is 81.5% (CBC Basic, French network.)
- Noteworthy is the comparatively low average acceptance rate (less than 50%) on Private Basic stations, Trans-Canada. On six of the twelve stations in this group less than 50% of network programmes available were carried.
- Very marked is the variant acceptance rate of individual stations within all

groups of Private stations except Group A, French network. The extreme example is on Private Group A Stations, Dominion network, where acceptance ranges from as low as 18.6% to 86.9%.

- e. Failure to accept available network services would seem to affect particularly the reception of sustaining programmes by the listener, these constituting a high proportion of the total network services offered.
- f. The bare facts disclosed by our analysis offered no clue as to the causes either of the low acceptance rates on certain stations or the wide variations of performance within groups. Presumably local circumstances and consideration of policy and profit enter into the equation.

2. LOCAL LIVE PROGRAMMES.

'Local live' programmes are those in which a community can find scope for self-expression. It is in broadcasts of this kind that radio provides a stage on which local artistic talent may perform, a platform on which leaders of thought and action in the community may give voice, a forum where matters of common interest may be ventilated, discussed and disputed. Thus radio can be the means of ensuring that no member of a community (other than by deliberate choice) need be an 'idiot', in the original Greek sense of the word, i.e. one who takes no part or interest in community affairs.

The questionnaire returns gave the gross figures for time devoted by stations to such programmes. Only broadcasts in which 'artistic talent' was represented were shown separately. Scrutiny of the returns, however, early disclosed that much of 'local live' broadcasting consisted of news and sportscasts. These programmes, while indisputably local and of great local interest, nevertheless constituted a form of reporting rather than a direct form of self-expression. The community itself was not here articulating. A refinement of the returns was therefore thought desirable to distinguish local live broadcasting under three heads—

1. News and sports
2. Artistic Talent

3. Other local live broadcasts, e.g., talks, discussions, etc. Stations' performance, according to this breakdown, is indicated in the chart below.

Local Live Programming as Percentage of All Hours Broadcast.

Group	Number of Stations Analyzed	L News and Sports	I V E Artistic Talent	Other	Total
Trans-Canada:					
CBC-Basic	10	4.7	4.3	4.6	13.6
CBC-Group A	4	3.1	.2	3.7	7.0
Private-Basic	12	6.7	2.7	4.9	14.3
Private-Group A	4	8.4	2.1	7.5	18.0
Private-Group B	2	13.1	3.6	7.8	24.5
Dominion:					
CBC-Basic	1	8.7	8.7	8.1	25.5
Private-Basic	21	8.5	3.7	8.6	20.8
Private-Group A	3	9.1	4.9	9.8	23.8
Private-Group B	7	10.7	6.0	15.2	31.9
French:					
CBC-Basic	3	4.1	9.9	5.8	19.8
Private-Group A	3	3.0	4.8	3.3	11.1

Notes and Comments:

The following would appear to be among the characteristics of local live broadcasting.

a. On the Dominion network stations there are more 'local live' programmes in each group than are carried on stations in comparable groups on either the Trans-Canada or the French network. This, however, is not surprising in view of the limited availability of network programmes (7:30 to 11:15 p.m.) to stations comprising the Dominion network.

b. The amount of local live broadcasting varies considerably. It ranges from less than one-tenth of total broadcast time (on CBC Group A stations, Trans-Canada) to just short of one-third of total broadcast time on Private Group B stations, Dominion.

c. A high percentage of the total time devoted to live broadcasting consists of news and sports. Only on stations in the French network does this amount to less than one-third of the total time devoted to live broadcasting. In one group (Private Group B stations, Trans-Canada) news and sports comprise more than half the time devoted to live broadcasting.

d. Local artistic talent is represented in varying proportions, ranging from an average of .2% (CBC Group A stations, Trans-Canada) to 9.9% (CBC Basic stations, French network) of all hours broadcast.

e. In no group of stations does local artistic talent occupy 10% of total broadcast time and in only three of the eleven station groups examined does it exceed 5%.

f. The nature of artistic talent is so varied as to defy detailed analysis but consists in the main of musical talent, mostly of a popular nature.

g. In only three out of the eleven station groups analyzed in the chart above is artistic talent anywhere but in the lowest place as compared with either news and sports or other types of local live programmes.

3. MUSIC.*

*The charts from which the following facts and figures are drawn appear in Appendix B.

Music programmes live and recorded, were studied with particular care because in every station group on each of the three networks they constitute by far the largest single component of broadcast output. Moreover, as in our analysis of the networks' master schedules, so here, too, music provided the only programme category which lent itself to qualitative analysis. The crude character of the distinction hereafter drawn between 'serious' and 'light' music needs, however, to be reemphasized. The large number of station logs examined (24) clearly involves the risk of widely variant interpretations of what the terms 'serious' and 'light' music mean. Moreover, where programme descriptions were ambiguous, a somewhat arbitrary decision as to the appropriate category was involved. It is our impression that much music has been described as 'serious' which would not satisfy lovers of so-called classical music. Nevertheless, if we concede the looseness of the definitions, some interesting aspects of programme organization emerge from the study.*

*Basic stations were excluded from our analysis as conforming more or less closely to their network's master schedule. The period examined is that from sign-on to midnight only. A few stations broadcast on a twenty-four hour basis. It was felt that the enumeration of music programmes after midnight would distort the representative character of the statistical findings.

Fourteen Group A stations and nine Group B stations were scrutinized to discover:

- a. the average proportions of total broadcast hours devoted to music, whether serious or light.
- b. the relative proportions of serious and light music broadcast.
- c. the relative proportions of 'live' and 'recorded' music.
- d. the proportions of serious and light music as compared with those of the networks' master schedule of programme output.

While wide individual variations of practice were observed with respect to each of the matters hereafter discussed, few significant differences were noted as between the performance of Group A and Group B stations taken as a whole. Hence, while the findings on these two groups are listed separately in Appendix B, they are consolidated in the following analysis.

Musical Programmes as Percentages of Total Broadcast Output From Sign-on to Midnight.

Group	Number of Stations in Group	Percentage of Serious Music	Percentage of Light Music	Percentage of All Music
Trans-Canada:				
CBC-Group A	4	12.8	31.7	44.5
Private-Group A	4	7.3	43.5	50.8
Private-Group B	2	8.8*	42.6	51.4
Dominion:				
Private-Group A	3	7.6	41.9	49.5
Private-Group B	7	8.1	38.4	46.5
French:				
Private-Group A	3	18.3	33.7	52.0
Private-Group B	0	—	—	—

*The averaging of two stations only is here misleading. They are in fact sharply contrasted, one broadcasting 2.6% and the other 14.9% of serious music.

Total Musical Output.

The above chart shows only minor variations between station groups in their average total output of music, which for all groups amounts to approximately 50% of total broadcast hours.

Comparison of individual station performances, however, showed marked variations, ranging from a maximum of 66% to a minimum of 28% of total broadcast time.

Serious Music.

With serious music there is no longer the same relative consistency between the average output of different networks. While the average remains consistent on Private-Group A and B stations on both the Trans-Canada and Dominion networks, CBC Group A stations on Trans-Canada are distinguished by a significantly higher percentage (12.8%) of serious musical output, and Private Group A stations on the French network by a higher percentage still (18.3%). Indeed the devotion by this group of French stations of just less than one-fifth of all broadcasting time within the period examined to serious music makes them unique as a group among stations on the American continent.

Variations in the amount of serious music broadcast by different individual stations are even more marked than for music as a whole, ranging from 25.2% to 2.6% of total broadcast time. *Nine stations (i.e. more than one-third of those examined) included less than one hour a day of serious music.*

Light Music.

CBC Group A stations (Trans-Canada) and Private Group A stations (French network) are again distinguished from other groups by a distinctly smaller percentage of light musical programmes.

Output of light music also varies more markedly than for music as a whole between individual stations, ranging from a maximum of 53.5% to a minimum of 19.3%, or from approximately one-half to one-fifth of total broadcast time.

Ratios of Serious-Light Music.

By far the most striking contrasts between individual stations occur with respect to the relative amounts of serious and light music offered to the listener. Thus on one station an 8:9 ratio of serious to light music obtains (i.e. serious and light music are almost evenly balanced,) while on another the ratio of serious-light music is 1:19.

Only in seven out of twenty-three stations examined (i.e. almost one-third) was the ratio of light to serious music less than four to one.

On eleven out of twenty-three stations, (i.e. on nearly one-half), time devoted to light music exceeded that for serious music by five or more to one, and, on three of these, by ten, sixteen, and nineteen to one respectively.

Local Live and Recorded Music.

In view of the Commission's interest in the encouragement and reflection of native musical talent by radio, a special analysis was made of the amount of local live music (i.e. music performed by persons or groups) broadcast over different stations. The following statistics may prove of interest.

Of twenty-three stations examined, six (or 26%) broadcast no programme of either serious or light music performed by local talent throughout the week under review.

Ten stations (or 44%) broadcast no programme of serious music, and seven (or 30%) no programme of light music, performed by local talent, in the week.

Only six stations (or 26%) broadcast over thirty minutes of serious music performed by local talent. Thirteen stations (or 56%) broadcast over thirty minutes of light music performed by local talent.

The greatest amount of serious and light 'live' music broadcast in the week was two hours and forty-five minutes and four hours respectively.

For the first and only time in our entire analysis of broadcast music, significant differences were here observed between the performance of Group A and B stations. *The reflection of local musical talent appears to be consistently higher over B Group than over A Group stations.* This emerges clearly if the statistics cited above are represented as in the chart below.

	Group A (14 stations)	Group B (9 stations)
Number of stations with no 'live' music, serious or light.	6	0
Number of stations with no 'live' serious music.	8	2
Number of stations with no 'live' light music.	7	0
Number of stations with over 30 minutes 'live' serious music.	2	4
Number of stations with over 30 minutes 'live' light music.	6	7
Highest individual output of 'live' serious music in week.	1 hr. 30 min.	2 hrs. 45 min.
Highest individual output of 'live' light music in week	2 hrs. 55 min.	4 hours

Comparison of Music Output on (1) Network Master Programme Schedules and
(2) A and B Group Private Affiliates.

The basic network programme schedules are conceived and planned by CBC as part of its nationwide service to the listener. Its programmes are, as we have seen, only partially incorporated in those of Group A and B affiliated stations, the bulk of whose output is planned and executed independently.

CBC is a non-profit organization and aims at service to the nation. Private affiliated stations are profit seeking entities and (other than when serving as network outlets) are concerned with serving their local or regional community. Either or both of these factors might well account for variant programme policies and output. It seemed of interest, therefore, to discover how far such independent planning by a variety of stations resulted in variations from CBC's own concepts of the appropriate apportionment of time to serious and light music.

In the chart below the percentages of total time devoted to music in CBC's master programme schedules are therefore juxtaposed with the equivalent average percentages of the combined Group A and B affiliated stations of each of the three networks.

Comparative Percentage of Serious and Light Music, All Day, on
1. Network Master Programme Schedules.
2. Network Private A and B Affiliates.

Group	Serious Music	Light Music
Trans-Canada:		
Master Schedule	16.1	23.0
A and B Stations	8.0	43.3
Dominion:		
Master Schedule	5.0	33.7
A and B Stations	7.9	40.2
French:		
Master Schedule	23.3	24.6
A and B Stations	18.0	33.7

With respect to serious music, it will be seen that, while on each network (except Dominion) the average output of Group A and B affiliates is less than in the master schedule, no very marked difference appears—*except on Trans-Canada, where the percentage on private affiliated stations is half that of the master schedule.*

*Comparison of affiliated stations' programmes with those of the Dominion network schedule is not entirely fair, in that affiliated stations broadcast all day while the Dominion network functions only from 7:30 to 11:15 p.m.

With respect to light music the situation is reversed, private affiliated stations carrying a higher percentage than appears on the master schedules. But again, with the exception of Trans-Canada, the variation is in no instance as much as 10%. *On Trans-Canada, while private affiliated stations broadcast half as much serious music, they include nearly twice as much light music as appears on the CBC master schedule.*

As in the corresponding CBC master schedule, the private affiliated stations of the French network carry by far the highest percentage of serious music (more than double that on either Dominion or Trans-Canada) and the lowest percentage of light music. This would appear to confirm the view, tentatively advanced earlier, that cultural differences, within the region served, may account for this marked departure from the norm of broadcasting in Canada as a whole.

4. PROGRAMMES OF RECORDS AND TRANSCRIPTIONS.

Records and Transcriptions as Percentages of Total Broadcast Hours.

Group	Number of Stations Included	Canada	U.S.	Transcriptions Other	Total	Records	Total Records & Transcr.
Trans-Canada:							
CBC-Basic	10	.4	.3	.5	1.2	14.0	15.2
CBC-Group A	4	.1	13.2	2.3	15.6	10.1	25.7
Private-Basic	12	2.9	17.7	.2	20.8	18.7	39.5
Private-Group A	4	1.5	23.7	.2	25.4	31.6	57.0
Private-Group B	2	3.2	5.5	.2	8.9	44.3	53.2
Dominion:							
CBC-Basic	1	—	—	.8	.8	44.2	45.0
Private-Basic	21	3.2	13.7	.1	17.0	34.3	51.3
Private-Group A	3	2.1	13.0	.1	15.2	49.0	64.2
Private-Group B	7	6.6	23.4	.1	30.1	34.5	64.6
French:							
CBC-Basic	3	—	—	—	—	22.0	22.0
Private-Group A	3	3.1	4.2	—	7.3	41.6	48.9

Notes and Comments:

a. On each of the three networks and in each station group (with the one exception of CBC owned Basic stations on Trans-Canada) the percentage of total broadcast hours devoted to record and transcription programmes is high. It ranges, with the exception named, from a minimum of nearly one-quarter of total broadcast time (CBC Basic, French network) to a maximum of nearly two-thirds (Private Group A and B stations, Dominion network).

A markedly lower percentage of recorded and transcribed material is carried on CBC owned stations than on privately owned stations on each of the three networks.

b. One would have to go beyond the bare figures analyzed to account for this high incidence of recorded matter. Absence of native talent, or failure to discover and exploit it, limited finances, the popularity of recorded and transcribed material—these may be among the contributory factors. Unchallengeable is the fact that an outstanding characteristic of Canadian broadcasting is this prevalence of recorded and transcribed material.*

*It may be of interest to note that the spread in the incidence of recorded and transcribed programmes corresponds very closely to that which obtains over large, medium and small stations in the United States. For details, see *Communications Research 1948-49*, Lazarsfeld and Stanton, Harper Bros. pp. 61, 64.

c. Combing all station groups, the average percentage figures of recorded and transcribed material on each of the three networks are as follows:

Trans-Canada, 38.1%; Dominion, 56.3%; French, 35.5%. As in our analysis of the master programme schedules of three networks, the Dominion is again distinguished from the Trans-Canada and French networks, with an excess of recorded and transcribed material of 18.2% over either of the other networks.

d. CBC owned stations as a whole, whether Basic or Group A, are sharply distinguished from equivalent Private affiliated stations in their relatively lower output of recorded and transcribed material. Their output of recorded and transcribed programmes ranges from 15.2% to a maximum of 25.7%.

e. On the other hand over Private stations in all groups the percentages of recorded and transcribed material ranges from a minimum (in round figures) of 40% to a maximum (in two groups) of 64%. Again the bare figures do not disclose what accounts for this disparity of practice as between CBC owned and Privately owned stations in comparable groups.

5. PROGRAMMES OF UNITED STATES ORIGIN ON A AND B GROUP STATIONS, (A) FROM SIGN-ON TO SIGN-OFF AND (B) FROM 6:00 TO 11:00 P.M.

There are four ways in which programmes of United States origin may reach the Canadian listeners:

1. Through direct reception of programmes broadcast in the United States by Canadian listeners within the coverage area of United States stations. (We have no evidence of the extent of such direct listening.)

2. Through carriage of programmes of United States origin by CBC networks as part of their national programme service. (For the nature and extent of such relays totalling forty hours and 15 minutes a week on all three networks combined, see p. 449.)

3. Through carriage of United States programmes by a few stations affiliated with one or other of the United States networks or making special contracts for ad hoc service of this kind.

4. By far the greatest amount of United States originated programme material (other than from United States stations direct) reaches Canadian listeners through use of transcriptions. Their incidence, over A and B group stations, is shown in the chart below. The figures indicate percentages of total broadcast time.

Transcribed United States Programmes.

a. from sign-on to sign-off.

b. from 6:00 to 11:00 p.m.

Group	Number of Stations Analyzed	All Day	6:00-11:00 p.m.
Trans-Canada:			
CBC-Group A	4	13.2	11.6
Private-Group A	4	23.7	26.3
Private-Group B	2	5.5	10.2
Dominion:			
Private-Group A	3	13.0	9.4
Private-Group B	7	23.4	23.3
French:			
Private-Group A	3	4.2	4.4

Notes and Comments:

a. No very significant variation occurs (in the incidence of transcribed programmes) as between broadcasts all day and between the hours of 6.00 and 11:00 p.m. The one exception is the group of Private B stations on Trans-Canada which has twice the relative percentage of transcriptions in evening hours.

b. There are marked variations between different station groups in the extent to which transcriptions are used. Such use ranges from a low of 4.2% of total broadcast time on Private Group B stations (French network) to a high of 26.3% of evening hours on Private Group A stations (Trans-Canada network). In two groups throughout the day, and again in the same two groups between 6:00 and 11:00 p.m., use of transcriptions approximates 25% of the total period analyzed.

c. A spot check indicates that the programme content of United States transcriptions consists in the main of music, mostly of a popular variety. Dramatic programmes run a poor second. (The ratio of music to drama is approximately 6:1.) Other types of programmes are nowhere in the race.

d. The above analysis presents only a partial picture of the infiltration of United States originated programmes into Canadian homes. For, in addition to the three other channels, earlier referred to, along which such infiltration can take place, account must be taken of record programmes. While we had no means of identifying the origin of such recorded programmes, it seems a safe assumption that a high percentage of them were of United States manufacture. For this reason the percentages of total broadcast time devoted to programmes of records and transcriptions combined (see chart on p. 457) are probably truer (though by no means accurate or complete) index of the infiltration of United States originated matter.

It will be remembered (1) that an overwhelming percentage of recorded programmes consisted of music, mostly of a popular variety. (2) That, of eleven station groups examined, four devoted about half and two nearly two-thirds, of total broadcast time to records and transcriptions. This (subject to some discount for record programmes of other than United States manufacture) would make the presumed infiltration of United States originated matter significantly high.

The high incidence of popular music as the programme component of both records and transcriptions suggests that this is the United States' major export to Canada over the station groups here analyzed.

6. COMMERCIAL AND SUSTAINING PROGRAMMES.

Commercial and Sustaining Programmes as Percentages of Total Broadcasting Time.*

Group	Number of Stations Analyzed	Commercial	Sustaining
Trans-Canada:			
CBC-Basic	10	23.7	76.3
CBC-Group A	4	28.9	71.1
Private-Basic	12	45.7	54.3
Private-Group A	4	39.3	60.7
Private-Group B	2	54.6	45.4
Dominion:			
CBC-Basic	1	17.8	82.2
Private-Basic	21	37.2	62.8
Private-Group A	3	32.3	67.7
Private-Group B	7	30.0	70.0
French:			
CBC-Basic	3	28.2	71.8
Private-Group A	3	23.8	76.2

*The averaging of stations' performance again conspires to obscure the true picture. For the hours of operation of the stations vary all the way from part time to continuous twenty-four hour service. By including stations which operate throughout the night, when sponsorship is very sparse, the true incidence of sponsorship in significant listening hours is markedly reduced.

Notes and Comments:

a. As with respect to 'local live' and 'record and transcription' programmes, it will be seen that there are marked variations as between station groups in the ratios of commercial and sustaining time.

b. The percentage of commercial broadcasting ranges from a low of 17.8% (CBC owned Basic, Dominion) to a high of 54.6% (Group B stations, Trans-Canada); that of sustaining programmes from 45.2% to 82.2%.

c. On the Trans-Canada and Dominion networks, both CBC owned Basic and Group A stations contrast with Private stations in the same group in their relatively lower percentages of commercial programmes. *Private Basic stations, on both the Trans-Canada and Dominion networks, carry approximately twice as much commercial programming as do their CBC owned equivalents.*

d. On the French network, on the other hand, the amount of sponsored programmes carried by CBC owned Basic stations exceeds by 4.4% that over Private Group A stations.

e. The average percentage of commercial and sustaining broadcasting of all stations on the three networks combined amounts to 32.86% and 67.13% respectively.

7. SPOT ANNOUNCEMENTS.

If the total incidence of commercial advertising on the air is being sought, caution is necessary in the interpretation of these figures in that they do not include

consideration of commercial spot announcements introduced in many programmes listed as sustaining.

Scrutiny of the questionnaire returns suggests that the distinction between commercial and sustaining programmes was variantly interpreted, some stations listing programmes as 'commercial' which, while not sponsored, had spot announcements interspersed therein. It seems clear, however, that the majority of stations listed programmes as sustaining despite the introduction of spot announcements. The incidence of advertising matter is thus unquestionably far higher over Private affiliated stations than is suggested by the figures cited above, as the following analysis makes clear.

The average incidence of commercial spot announcements (non-commercial time signals and weather reports and public service announcements are excluded) is indicated in the following chart.

Incidence of Commercial Spot Announcements.

Group	Number of Stations Analyzed	Average Number Commercial Spot Announcements	Maximum in Group	Minimum in Group
Trans-Canada:				
CBC-Basic	10	62	151	21
Private-Basic	12	453	631	315
CBC-Group A	4	79	119	56
Private-Group A	4	299	609	132
Private-Group B	2	589	642	535
Dominion:				
CBC-Basic	1	65	65	65
Private-Basic	21	403	668	156
Private-Group A	3	318	398	232
Private-Group B	7	294	454	219
French:				
CBC-Basic	3	34	40	22
Private-Group A	3	328	410	232

Notes and Comments:

Under CBC regulations no station is allowed to broadcast commercial spot announcements between 7:30 and 11:00 p.m. or at any time on Sunday. (Concession is made for the time signals and weather reports where no more than a sponsor's name is mentioned.) Taking an average output per station of seventeen hours daily, the actual period within which the incidence of commercial spot announcements must be reckoned is, therefore, eighty-one hours. Some allowance must be made for authorized sponsored time signal and weather reports in the reserved periods. (On the other hand, some discount is necessary for sponsored programmes in which the sponsor does not permit the inclusion of spot announcements.) On this basis of calculation the following facts emerge from the above chart and from further detailed analysis of individual returns.

a. The relative infrequency of commercial spot announcements on CBC owned stations in all groups is in marked contrast to that on private stations in equivalent (or any other) groups.

b. Private Basic and Group B stations, on Trans-Canada, and Private Basic stations on Dominion are distinguished from all other groups by the high average incidence of spot announcements, amounting to five or more spot announcements an hour.

c. Of fifty-two private stations analyzed, twenty-three included an average of five or more commercial spot announcements every hour throughout the entire week.

d. The highest incidence of spot announcements on any station is 668, or an average of over eight spots an hour.

e. On the two Trans-Canada B stations examined, one had over six and the other nearly eight spot announcements an hour.

f. On Trans-Canada Private Basic stations nine out of twelve stations have five or more spot announcements an hour.

g. On Dominion Private Basic stations nine out of twenty-one have over five spot announcements an hour.

h. In every group of private stations the variation between individual stations in the frequency of spot announcements is very marked.

i. There is nothing in the returns to indicate the cause of such marked variation.

8. COMMUNITY SERVICE ANNOUNCEMENTS.

The numerical extent of public service announcements is indicated in the chart below. The returns gave no clue as to the amount of *time* devoted to such announcements, nor as to their variant nature. The total absence of community service announcements on one station in the Trans-Canada, Private Group B group, is, (according to the questionnaire return) an abnormality of the particular week chosen for analysis.

Number of Non-Commercial Community Service Spot Announcements.

Group	Number of Stations Analyzed	High	Low	Average
Trans-Canada:				
CBC-Basic	10	139	10	40
Private-Basic	12	232	19	66
CBC-Group A	4	31	16	18
Private-Group A	4	189	42	100
Private-Group B	2	20	0	10
Dominion:				
CBC-Basic	1	3	3	3
Private-Basic	21	525	11	82
Private-Group A	3	76	15	43
Private-Group B	7	94	36	57
French:				
CBC-Basic	3	84	15	42
Private-Group A	3	103	87	93

B. Programme Characteristics of CBC Owned and Private Affiliated Network Outlets, 6:00 to 11:00 p.m.

We have thus far examined the characteristics of stations associated with the task of network broadcasting as these relate to their total programme output. It seemed of interest also to examine these same station groups with reference to their output in the main evening listening hours when maximum audiences could be expected. What are the characteristics of broadcasting in evening hours and how, if at all, do they differ from those of programming during the total hours of broadcasting?

We proceed, first to a comparison of the time percentages devoted by Group A and B stations,* on each of the three networks, to:

1. CBC network programme acceptance.
2. 'Local live' programmes.
3. Record and Transcription Programmes.

Basic stations have been eliminated on the assumption that their primary task, particularly in evening hours, is to provide an outlet for network programmes to an extent that differentiates them functionally from Group A and B stations which have greater latitude for individual initiative.

Comparison, By Programme Type, of Output on All Day and 6:00 to 11:00 P.M. Schedules.

Type of Programme	Trans-Canada			Dominion		French	
	CBC Group A	Private Group A	Private Group B	Private Group A	Private Group B	Private Group A	
	(4)	(4)	(2)	(3)	(7)	(3)	Figures represent percentage of total broadcast hours in period. Numbers in parenthesis equal number of stations examined.
Network Programmes:							
a. All hours	67.0	24.7	22.0	12.0	3.5	38.5	
b. 6-11 p.m.	68.1	40.9	26.3	37.4	8.4	47.0	
Local Live Programmes:							
a. All hours	7.0	18.0	24.5	23.8	31.9	11.1	
b. 6-11 p.m.	8.5	17.5	27.9	18.0	35.7	15.1	
Records and Transcriptions:							
a. All hours	25.7	57.1	53.2	64.2	64.6	48.9	
b. 6-11 p.m.	20.7	40.7	45.8	43.6	55.8	34.8	

* Allowance must be made for the fact that Dominion network services are available only from 7:30 to 11:15 p.m.

Notes and Comments:

a. Network Acceptance.*

Network acceptance is here measured as a percentage of total broadcast hours. For purposes of comparison between evening and all day broadcasting it seemed unnecessary to use the form of comparison previously adopted, i.e. acceptance measured by availability.

1. Increased acceptance of network programmes is to be noted in every station group between the 6:00 to 11:00 p.m. period as compared with all day broadcasting. The advantages of network service thus accrue specially to listeners in hours at which most of them can tune in most conveniently.

2. The highest and lowest percentage increases recorded in the chart above are both deceptive. Thus, an apparent jump from 12% (all day schedule) to 37.4%

(6:00-11:00 p.m.) over Private Group A (Dominion) stations is, of course, accounted for by the fact that the Dominion network operates only from 7:30 to 11:15 p.m. The minuscule increase in evening hours (1.1%) over the all day network acceptance rate of CBC owned Group A stations (Trans-Canada) is explained by the fact that this group's all day acceptance of network programmes is higher, by a very wide margin indeed, than that of any other station group on any network.

b. 'Local Live' Programmes.

1. There is no significant difference, as between evening and all day broadcasts in the percentages of total time devoted to 'local live' programmes.

2. The highest evening percentage of local live programmes (35.7%) is that of Private Group B stations (Dominion). But note here, by contrast, the low percentage (8.4%) of network programmes carried, amounting to somewhat less than three hours in the week.

3. The lowest representation of local live broadcasts in evening hours (8.5%) occurs among CBC Group A stations (Trans-Canada). Note, however, their very high percentage of network originated programmes.

4. On Group B stations (Trans-Canada) local live broadcasting amounts to approximately one-quarter of the total evening hours (29.7%). In no other group does it amount to 20% of the time.

5. Of 'local live' broadcasting in all groups approximately one-half consists of news and sports. All other subjects amount to fragmentary percentages of total time, with music in the lead.

6. Controversial discussion is, on the whole, conspicuous by its absence, amounting to 1.6% of the total evening hours of broadcasting of all station groups on all three networks combined. It is absent entirely from programme schedules in the CBC Group A and Group B stations on Trans-Canada.

C. Programmes of United States' Origin.

We were able to identify programmes of United States origin in two categories only: (a) United States transcription (b) United States programmes embodied in CBC network programmes and carried by the affiliated stations here examined. The extent of record material of United States origin was not identifiable. The average amount of identifiable United States material included between 6:00 and 11:00 p.m. is indicated in the chart below.

Programmes of United States Origin as Percentage of Total
6:00 to 11:00 p.m. Period.

Group	Number of Stations Analyzed	United States Transcrip- tions	Network Pro- grammes from United States	Total
Trans-Canada:				
CBC-Group A	4	11.6	4.0	15.6
Private-Group A	4	26.3	5.0	31.3
Private-Group B	2	10.2	14.3	24.5
Dominion:				
Private-Group A	3	9.4	10.2	19.6
Private-Group B	7	23.3	5.0	28.3
French:				
Private-Group A	3	4.4	3.3	7.7

Notes and Comments:

Programmes of United States origination on the French network are understandably few, given the language problem, and consisted of two concerts and two dramatic programmes.

In two groups (Trans-Canada, Private A and Dominion, Private B) transcribed programmes of United States origin alone, amounted on an average, to approximately one-quarter of the evening period examined.

In the three other station groups transcribed programmes of United States origin amounted on an average to some 10% of the period.

The total percentage of evening hours devoted to programmes of United States origin (French network excepted) ranged from a minimum of 15.6% (CBC Group A, Trans-Canada) to a maximum of 31.3% (Private Group A, Trans-Canada).

The average percentage for all Private affiliated stations on Trans-Canada and Dominion was 25.9%, i.e. more than a quarter of the period from 6:00 to 11:00 p.m.

Transcribed programmes of United States origin on Trans-Canada and Dominion consisted mainly of music (mostly popular), with religious programmes trailing some way behind in second place and variety programmes third.

United States programmes broadcast over CBC and carried by stations here examined were more or less evenly composed of drama, comedy and variety, music, and sports in that order. An exception is the French network to which reference was made earlier.

Combining the facts relating to the content of United States transcriptions and of United States programmes carried on CBC networks, and noting that in all but two groups (Trans-Canada Group B and Dominion Group A) the percentage of transcriptions is considerably higher than that of United States programmes taken off CBC network, one might conclude that popular music is the major import from the United States. It would take more elaborate analysis than we had time for to identify the exact proportion of the secondary imports of drama, comedy and variety, religion and sports.

c. Records and Transcriptions.

1. On all three networks and in every station group the percentage of time devoted to records and transcriptions in evening hours is less than that for all day broadcasting.

2. The smallest reduction (5%) occurs on CBC Group A stations (Trans-Canada). Note, however, that the percentage of recorded matter in the all day schedule of this group of stations is about half that of any other group.

3. The highest percentage reduction (20.6%) occurs on Private Group A stations (Dominion). Note here, however, and by contrast, the very high percentage (64.2%) of recorded matter in the all day schedule.

4. While the percentage of recorded and transcribed matter is uniformly lower of an evening in each station group, the percentage of transcriptions of United States origin is higher of an evening than in all day broadcasting on Private Group A and B stations (Trans-Canada) and Private Group A stations (French). See chart on p. 456.

d. Sponsored Programmes.

Sponsored Programmes as Percentage of (1) Total Broadcast hours and (2) 6:00 to 11:00 p.m. Period.		
Group	All Hours	6:00-11:00 p.m.
Trans-Canada:		
CBC-Group A	28.9	32.5
Private-Group A	39.3	38.7
Private-Group B	54.6	69.4
Dominion:		
Private-Group A	32.3	31.4
Private-Group B	30.0	44.2
French:		
Private-Group A	23.8	35.3

1. Of the six station groups examined, four have increased percentages of sponsored programmes in evening hours. But only in three groups is this increase more than marginal.

2. The highest percentage increase (14.8%) occurs over Private Group B stations, Trans-Canada, with Group B stations, Dominion, close runners-up (14.2%).

3. The mean percentage of commercial programmes in evening hours for all groups is 41.9%. The range of variation between station groups is, with one exception, narrow (31.4%-44.2%).

4. The one exception is the group of Private B stations, Trans-Canada, whose average percentage of total hours devoted to sponsored programmes amounts to 69.4%. This figure is over 50% higher than that for any other station group.

5. In all station groups sponsors concentrated heavily on entertainment programmes. On Private Group A stations, French network, 92% of sponsored programme time consisted of entertainment. In no station group was less than 65% of sponsored time devoted to entertainment.

6. Sponsors' second choice was news. In two station groups (CBC Group A and Private Group B, Trans-Canada) approximately 24% of sponsored time consisted of news broadcasts. In all other groups lower percentages occurred.

7. Sponsorship of other types of programmes (e.g. talks, religion) was negligible, as will be seen if the figures for sponsorship of entertainment and news broadcasts are combined.

News and Entertainment as Percentages of Total Sponsored Programmes. 6:00 to 11:00 p.m.	
Group	News and Entertainment
Trans-Canada:	
CBC-Group A	89.0
Private-Group A	98.6
Private-Group B	99.5
Dominion:	
Private-Group A	86.6
Private-Group B	87.1
French:	
Private-Group A	97.5

8. In the 6:00 to 11:00 p.m. period, the true picture of the extent of commercial matter introduced into programmes is only partially obscured by the additional consideration of spot announcements. These being prohibited between the hours of 7:30 to 11:00 p.m., only their incidence between 6:00 and 7:30 p.m. has to be reckoned with. We were unable to identify the extent of such incidence in this ninety minute period.

PART II.

PROGRAMME CHARACTERISTICS OF PRIVATE UNAFFILIATED STATIONS

Private, unaffiliated stations enjoy neither the benefits of available programme service nor of commercial revenue which accrue to the network affiliated stations previously examined. Thus, with the exception of three stations (CFRB, CKAC, CKWC) with United States network affiliation all of the twenty-five stations about to be discussed are distinguished by the necessity (1) to rely in the main on local sources of revenue and (2) to supplement or substitute for network programme service to their communities. Their opportunity (if not their duty) to reflect local life is thus greater and would seem to be a characteristic of programme service to be anticipated.

The closest affinity of these independent stations would seem to be to the Group B stations previously analyzed, in that the latter receive no sustaining programmes from networks and are associated with network commercial programmes only at the (occasional) request of sponsors.

A. Station Characteristics.

The twenty-five stations examined represent a generous sample of the private unaffiliated group which in total numbers thirty-six.*

*Source: *List of Broadcasting Stations in Canada in Operation April 1, 1949*. Radio Division, Department of Transport.

Included are one station of 50,000 watts, one of 10,000 watts (daytime), four of 5,000 watts, eight of 1,000 watts and the remainder of 250 watts.

Their geographical distribution ranges from coast to coast, and the sample includes stations in cities large and small. Major cities served by stations in the sample include Vancouver (two stations), Winnipeg (one station), Toronto (three stations), Ottawa (one station), Montreal (three stations) and Quebec (one station).

Hours of operation range from a maximum of twenty-four hours to a minimum of twelve hours and fifteen minutes a day. The average for all stations is seventeen hours a day.

Three stations examined had affiliations with United States networks.

B. Programme Characteristics from Sign-on to Sign-off.**1. LOCAL LIVE PROGRAMMES.**

The average percentage of total hours devoted to local live programmes by the twenty-five stations examined was 25.3%.

A breakdown of this figure shows time distributed as follows:

News and Sportscasts	10.8%
Artistic Talent	5.6%
Other Local Programmes	8.9%
Total	25.3%

News and sports apart, the character of local live programmes varied so greatly as to defy classification. Recurrent categories over many stations were (a) religion (b) children's programmes (c) farm programmes (d) homemaker and women's programmes. There was some music making by local artists, though stations varied considerably in their inclusion of such programmes—a variation no doubt accounted for, at least in part, by the size and available talent of the community. Statistics on the incidence of music by local artists are incorporated in the overall analysis of music which follows.

2. MUSIC.*

*For details on individual stations, see Appendix C, in which the extent of local live music is separately shown in every case. Our calculations cover the period from sign-on to midnight.

It was discovered that a significantly high proportion of total broadcast time was devoted to music. For this reason programmes in this category were scrutinized with special care.

The same caution as was voiced earlier in the report attaches to our interpretation of 'serious' and 'light' music as categories. Meticulous accuracy in the enumeration and designation of the programmes was not possible. Decision as to the proper category had on occasion to be somewhat arbitrary and has involved, in our judgment, a rather generous interpretation of what serious music comprises.

a. Music Programmes (Serious and Popular) as Percentage of Total Broadcast Hours.

The highest individual percentage of total hours devoted to music programmes (live and/or recorded or transcribed) was 80%:

The lowest individual percentage was 29.4%:

The average for all twenty-five stations was 57%:

Eighteen stations (or 72% of the twenty-five stations analyzed) devoted 50% or more of total hours to music.

Seven of these stations (or 28% of the stations analyzed) devoted 70% or more time to music.

b. Serious Music.

The highest individual percentage of serious music was 19%, (or nearly one-fifth) of the total broadcast hours.

The lowest figure was .3% (or thirty minutes) in the entire week:

The average for all stations was 8.6%:

Seven stations had less than an average of one hour of serious music a day.

Ten stations had no serious music performed by local artists.

c. Popular Music.

The highest individual percentage of popular music in the period under review was 71.4%:

The lowest percentage was 16.2%:

The average for all stations was 48.4%:

Twelve stations (or approximately half the group examined) devoted 50% or more of the total hours to popular music:

One station devoted 71.4% and another 69.2% of the total period to popular music.

Four stations included no performance of popular music by local artists.

d. Ratios of Serious-Popular Music.

The average ratio of serious to popular music in this group was 1:12.

Seventeen stations (or 68% of the entire group) had a ratio of 1:5 or more

Two of these stations had twenty-six times as much popular as serious music.

One of these stations had 117 times as much popular as serious music.*

*The exceptional disproportion in this station clearly affects the significance of the average figure for the entire group.

By contrast, on one station serious and popular music programmes were in approximately even balance, with a slight bias in favor of serious music.

3. RECORDS AND TRANSCRIPTIONS.*

*For details of individual stations, see Appendix D.

Over twenty-two independent stations the average percentage of total broadcast hours devoted to records and transcriptions was 73%.

Over three independent stations with United States network affiliation the average was 52%.

The highest individual percentage of recorded and transcribed matter was 84% (on two stations).

The lowest individual percentage was 61%.

The overwhelming majority of record programmes consisted of music, mostly popular.

A high proportion of transcribed material (a spot check suggests a figure of about 75%) likewise consisted of music, mostly popular. Drama ran a poor second and, on some stations, religion third.

4. PROGRAMMES OF UNITED STATES ORIGIN.

The only channels along which programmes of United States origin can normally reach listeners to independent stations (except on three stations affiliated with United States networks) are transcribed and recorded programmes of United States manufacture.

a. Transcribed Programmes.

The average percentage of total time devoted to United States transcribed programmes over the twenty-five stations examined was 12.5%. This amounts, on an average, to fifteen hours per week per station.

The general content of United States transcribed programmes has been described in section 3 above.

b. Record Programmes.

We had no means of identifying the additional extent of infiltration via record programmes of United States manufacture. As suggested earlier in the report, however, it would seem reasonable to assume that a high proportion of records used is of United States manufacture.

In view of the extensive use of records (56.8%, on average, of total broadcast hours) in programmes broadcast by independent stations, infiltration of United States matter of this kind may be presumed to be high.

The content of almost all records and of a high proportion of transcriptions being music (mostly popular), we may fairly presume that this is the main export from the United States to Canada over independent stations.

We were unable to identify how much of this music was not only of United States manufacture but also of United States composition.

*c. United States Programmes Broadcast by Three Stations
with United States Network Affiliation.*

The three stations affiliated with United States networks were separately examined. The extent and nature of United States network programmes carried by them are as indicated below.

Station	Total Broadcast Hours	Programme	Time
CKAC Montreal 10,000 watts (day) 5,000 watts (night)	139:30	Serious Music	3:30
		Popular Music	11:05
		Drama	1:30
		Comedy, Variety	:30
		Total	16:35
CKWX Vancouver 5,000 watts	121:30	Serious Music	—
		Popular Music	1:25
		Comedy, Variety	2:20
		Drama	6:10*
		Story Teller	1:15
		Total	11:10
CFRB Toronto 50,000 watts	124:30	Serious Music	4:00
		Popular Music	15:10
		Drama	10:30
		Comedy, Variety	5:15
		Talk	2:00
		Sports	:45
		Public Service	:30
		News and Comment	:20
		Total	38:30

*All but twenty-five minutes were thrillers, westerns, children's light drama.

5. SPONSORED AND SUSTAINING PROGRAMMES FROM SIGN-ON TO MIDNIGHT.

Stations varied widely in their ratios of sponsored and sustaining programmes.

The average percentage of sponsored programmes for the twenty-two* stations examined was 29.6%.

*The three United States network affiliates were eliminated as being out of line with other stations.

The average percentage for sustaining programmes was 70.4%.

The highest individual percentage of sponsored programmes was 68%.

The lowest individual percentage of sponsored programmes was 7.2%.*

*This station had at this time only been operating for four months.

Three stations carried 50% or more of commercial programmes.

Two stations carried 10% or less of commercial programmes.

Three United States network affiliates carried 47.5%, 25% and 35% commercial programmes respectively.

6. SPOT ANNOUNCEMENTS.

As with the CBC and Private affiliated stations examined in Part I, account must be taken of commercial spot announcements if the true incidence of commercial matter in programmes is sought.

Analysis of the frequency of commercial spot announcements was complicated by wide variations between the total weekly hours of broadcasting of different stations in the group. The average weekly broadcast hours totalled 121. But the range extended from a low of 84 hours to a high of 168 hours.

The three independent stations with United States network affiliation were analyzed separately. Of the remaining twenty-two stations, one reported its commercial spots in time rather than in numbers. The following statistics relate to the twenty-one stations thus available for analysis. Our calculations take account of the periods within which, according to CBC regulations, commercial spot announcements are forbidden. The same reservations apply as cited earlier with respect to commercial spots associated with time signals and weather reports, as well as commercial programmes of unidentifiable number from which spot announcements are barred by the sponsor.

The average incidence for the group was five an hour.

On four stations the incidence of commercial spot announcements within permissible periods amounted to an average of ten spots an hour throughout the week.

On six stations the incidence of commercial spot announcements amounted to less than three an hour.

On the United States network affiliates the average incidence of spot announcements in permitted hours was five an hour (one station) and four plus an hour (two stations).

7. COMMUNITY SERVICE ANNOUNCEMENTS.

For twenty-two stations examined the average number of community service announcements in the week was 53.

The highest individual figure was 175, the lowest 0.

On the three United States network affiliated stations the figures for community service announcements were 61, 137, 48 respectively.

C. Programme Characteristics of Independent Stations.

Between 6:00 and 11:00 p.m.

1. GENERAL STATISTICS.

A breakdown of programmes under the following heads allows of comparison

between broadcasting in evening hours and in the all day schedule from sign-on to sign-off. The figures represent percentages of the total periods of broadcasting indicated.

	All Day	6:00-11:00 p.m.
Programmes of Canadian Origin (live and transcribed)	27.2	40.4
Programmes of United States origin (mostly transcribed)	12.5	18.8
Record Programmes	56.8	40.2

Notes and Comments:

Programmes of Canadian origin are more fully represented in evening hours. The percentage increase is 13.2%.

The use of United States transcription of an evening likewise increases—by 6.3%, or approximately half as much again as in all day broadcasting.

Record programmes, on the other hand, fall off significantly in evening hours. The percentage decrease is 16.6%.

2. LOCAL LIVE PROGRAMMES.

In view of the importance, over independent stations, of programmes in this category, detailed analysis was made to discover—

- the percentage of the total 6:00-11:00 p.m. period devoted to local live broadcasting under different subject heads.
- the amount of time and the proportions for different programme types included in local live broadcasting.

Our findings are shown in the following two tables.

Local Live Programmes, by Subject, as Percentage of the Total
6:00-11:00 p.m. Period.

Subject	Percentage of Total Period	Hours Broadcast
Music: a) serious	1.2	:23
b) popular	5.0	1:36
c) unidentifiable	.2	:05
Drama	1.6	:31
Poetry, Stories, Folklore	1.0	:19
Comedy, Quiz, Variety	3.3	1:03
Sports Events	3.4	1:05
News and Sportscasts	13.5	4:18
Political	.3	:06
Religion	2.1	:40
Talks	2.9	:55
Controversy	.2	:04
Talks and/or Controversy: Unidentifiable	.1	:02
Total	34.8	11:97

Programmes, by Categories, as Percentages of All Local Live Broadcast
Over Twenty-two Stations Combined, 6:00-11:00 p.m.

Subject	Percentage of All Local Live Broadcast	Total Hours
Music: a) serious	3.7	8:22
b) popular	14.0	35:05
c) unidentifiable	.4	1:05
Drama	5.8	11:28
Poetry, Stories, Folklore	2.7	6:40
Comedy, Quiz, Variety	9.4	23:25
Sports Event	9.6	23:43
News and Sportscasts	39.0	94:17
Talks	9.2	22:21
Controversy	.7	1:45
Talks and/or Controversy: Unidentifiable	.2	:30
Religion	5.9	14:22

Notes and Comments:

a. Excluding four part time stations (one of which left the air at 7:00 p.m., another at 8:00 p.m. and two at 9:00 p.m.) and eliminating the time devoted to news and sportscasts, the remaining eighteen stations broadcast an average of seven hours and three minutes of local live broadcasting during the entire week.

b. The maximum time on any individual station (news and sportscasts excepted) devoted to local live broadcasts was seventeen hours and fifteen minutes in the week.

The content of programmes on this station was as follows:

Content	Time
Rotary Radio Auction (three extended programmes described as "auctioneering by radio and telephone to raise funds for crippled children.")	10:30
Religion	1:30
Popular Music	1:30
Hockey	:45
Musical Quiz	:30
Music Festival Concert Winners	1:00
Studio Jamboree: Old Time Music	1:00
Talk: a) Political	:15
b) Home and School Association	:15

c. The minimum time (news and sportscasts excepted) devoted to local live programmes was two hours and forty-five minutes throughout the week.

On this station these programmes consisted of two hours and 15 minutes of popular music and two fifteen-minute political talks.

d. Over one-third (39%) of local live broadcasting in evening hours consists of news and sportscasts.

e. If coverage of sports events is included with the above, approximately half the time is thus occupied.

f. No other single subject secures as much as two hours of broadcast time between 6:00 and 11:00 p. m. throughout the week.

g. Only two other subjects—popular music (one hour, 36 minutes) and comedy, quiz, variety (one hour, three minutes) secure on average over an hour of time throughout the week.

h. Talks and Controversy: Somewhat striking is the relative dearth of talks and controversy in these evening hours.

Over the twenty-two stations combined the total time devoted to talks throughout the week was twenty hours and 11 minutes, or an average of eight minutes a night per station.

The total time devoted to controversy (i.e. many-sided discussion) over all the twenty-two stations combined was one hour and 45 minutes, or an average of less than five minutes a week per station.

The maximum of talk and controversy combined on any single station totalled three hours in the week (two stations).

Two stations (one of which left the air at 7:00 p.m.) had no talk or discussion of any kind throughout the week.

One station had a total of five minutes (a talk described as "educational" and titled "Ducks Unlimited.")

Six of the twenty-two stations each broadcast a total of thirty minutes of such programmes in the entire week.

i. Artistic Talent: Station returns suggest that this term lends itself to variant and catholic interpretation. Programme titles listed under this head included "Wrestling Match"; "Youth for Christ" (religion); "Market Broadcast" (farm news); "Actualités Feminines" (conseils de beauté); "News" (news commentary) and three religious programmes totalling 135 minutes.

The maximum amount of artistic talent on any station totalled in excess of twenty-one hours, or an average of three hours nightly between 6:00 and 11:00 p.m. A breakdown of this station's programmes shows:

Wrestling Match	:52
Farm News	:15
Children's Programme	:45
Music: Organ	:30
Old Time	5:40
Western	11:50
Dance	1:35
Piano	:15 19:50

Five stations listed no artistic talent programmes whatsoever.

One station listed thirty minutes of artistic talent, a programme by the Salvation Army Band.

3. SPONSORED AND SUSTAINING PROGRAMMES.

Comparison with all day broadcasting shows an increased percentage of sponsored programmes between 6:00 and 11:00 p.m.

The average for twenty-two stations examined was 29.6% (all day) 36.3% (6:00-11:00 p.m.) showing an increase in evening hours of 6.7%.

For the true incidence of commercial matter in programmes a small addition must be made for commercial spot announcements on weekdays between 6:00 and 7:30 p.m., the number of which we were unable to identify.

An effort was made to identify the types of programme most favored by sponsors. An overwhelming preference was disclosed for entertainment programmes. News and Sportscasts ran a poor second, and other non-entertainment programmes were relegated to the "also ran."

The precise percentages and times are as follows:

Subject	Percentage	Time
Entertainment	74.3	189:00
News and Sportscasts	18.4	46:44
Talks	2.2	5:40
Controversial Discussion	.4	1:00
Political Broadcasts	1.2	3:02
Religion	3.5	9:05
Total	100.0	254:31

PART III

COMPARATIVE STATISTICS FOR INDEPENDENT AND PRIVATE AFFILIATED STATIONS.

Basic stations on the three networks are excluded from this study as being functionally so disparate as to provide no relevant basis for comparison. While CBC owned Group A stations are included, they, too, constitute something of a world apart by virtue of their identification with network operations. Private independent stations (for reasons earlier referred to) are most nearly comparable to Group B affiliated stations.

What emerges from what follows is the fact that such differences as exist between the programme characteristics of independent and affiliated stations, as groups, are differences of degree and not of kind. Even the differences of degree are not marked—at least when the average performance of different station groups is compared. It is, in fact, at this stage of our report that it comes home to us how deceptive are averages—as they obscure the divergent characteristics of individual stations. It is the exceptions which prove (i.e. test) the rule, and of these exceptions, in our concern with the broad characteristics of Canadian broadcasting, we have had little opportunity to speak.

1. LOCAL LIVE BROADCASTS.

a. *Extent of Local Live Programmes.*

Independent stations, as a group, totalled an average of 34.8% of total broadcast hours between 6:00 and 11:00 p.m. to local live programmes. There is no marked difference here between them and Group B affiliated stations. Group B stations (Trans-Canada) devoted 27.9% and Group B stations (Dominion) 35.7% to such programmes.

Group A stations, with fuller network services available, devoted considerably less—CBC Groups A stations 8.5%; Private Group A stations 17.5% (Trans-Canada): Private Group A stations (Dominion) 18%; Private Group A stations (French) 15.1%.

b. *News, Sportscasts and Sports Events.*

Except in one group (Trans-Canada Group B stations) there is again close similarity between independent and all Group A and B affiliated station groups in the percentage of local live broadcasting devoted to news and sportcasts and coverage of sports events. Between 6:00 and 11:00 p.m. the percentage of all local live broadcasting thus absorbed was:

Trans-Canada	
CBC-Group A	55%
Private-Group A	49
Private-Group B	60
Dominion:	
Private-Group A	43
Private-Group B	45
French:	
Private-Group A	44
Independents	49

c. *Programmes of Canadian Origin.*

One of the few rather striking contrasts between independent and affiliated stations (showing the influence of association with a network) is with respect to the amount of programmes of Canadian origin which are broadcast in evening hours.

Programmes of Canadian Origin as Percentage
of 6:00-11:00 P.M. Period.

Trans-Canada:	
CBC-Group A	76.7%
Private-Group A	61.6
Private-Group B	60.2
Dominion:	
Private-Group A	59.0
Private-Group B	50.2
French:	
Private-Group A	67.6
Independents	40.4

Independent stations are 10% short of the nearest group among affiliated stations in their output of Canadian programmes. They are 22% short of the average output (62.5%) of Canadian programme matter by the six affiliated groups combined.

2. MUSIC.

a. Music Programmes as Percentage of All Broadcasts.

The average percentage of music programmes on independent stations (57%) is somewhat higher than the average for Group A and B stations (50%); and individual stations in the Independent group run to greater extremes. Thus, on Independent stations individual percentages range from 29.4% to 80%, on affiliated stations from 28% to 66%. Such marked departures from the norm are generally more frequent among Independent stations.

b. Serious Music.

A relative dearth of serious music has been noted on both Independent and affiliated stations, though comparison is somewhat in favour of the Independents. 28% of these stations have less than an hour of serious music a day. This, however, is true of about one-third of the affiliated stations analyzed.

c. Popular Music.

The average percentage (48.4%) of total broadcast hours devoted to popular music over Independent stations is higher than that of any group of affiliated stations. But the margin of difference, at its narrowest, is only 4.9%. At its widest it is 16.7%. The average percentage for all affiliated groups combined is 39%, i.e. 9.4% less than that of the Independent group.

d. Ratios of Serious and Popular Music.

The average ratio of serious and popular music for independent stations was 1:12. This is in marked contrast to that of Group A (1:5) and Group B (1:6) affiliated stations. (It will be remembered that the Independent group's average was affected by one exceptional station with a ratio of 1:117. Even if this station is eliminated, however, the group's adjusted ratio (1:8) is higher than that of either Group A or B affiliates. 68% of Independent stations had a ratio of 1:5 or more, as contrasted with 48% of Group A and B affiliates.

Extreme disparities were likewise more evident among individual Independent stations. Thus one station had 117 times, and two stations 26 times as much light as serious music. The most extreme instance among affiliated stations was that of a station with a ratio of 1:19.

3. RECORDS AND TRANSCRIPTIONS.

Records and Transcriptions as Percentage of
(a) Total Broadcast Hours (b) 6:00-11:00 p.m. Period

Group	All Day	6:00-11:00 p.m.
Trans-Canada:		
CBC-Group A	25.7	20.7
Private-Group A	57.0	40.7
Private-Group B	53.2	45.8
Dominion:		
Private-Group A	64.2	43.6
Private-Group B	64.6	55.9
French:		
Private-Group A	48.9	34.8
Independents	73.0	62.6

Independent stations are sharply contrasted with affiliated stations in their extensive use of records and transcriptions. Their average is higher, by a margin of 8.4%, than that of the nearest group of affiliated stations.

The contrast is similarly marked in evening hours between 6:00 and 11:00 p.m., though the percentage of time devoted to records and transcriptions is then less than for all day broadcasting. Between 6:00 and 11:00 p.m. Independent stations averaged 62.6% of records and transcriptions, a figure exceeding that for each and all of the affiliated groups. The average percentage for all affiliated groups combined was 40.2%, or 22.4% less than that for Independent stations. Here again the influence of network affiliation is highlighted.

4. PROGRAMMES OF UNITED STATES ORIGIN.

More programmes, on average, of United States origin reach Canadian listeners over affiliated than over Independent stations.

Transcribed programmes of United States origin broadcast on twenty-two Independent stations averaged 12.5% of total broadcast hours. This is a lower average percentage than that for four of the six groups of affiliated stations examined. Only on Group B stations, Trans-Canada (5.5%) and Private Group A stations, French network (4.2%) was the percentage lower than for the Independent group.

On CBC Group A stations (Trans-Canada) 13.2% and Private Group A (Dominion) 13%, average percentages were almost identical with that for Independent stations. On Private Group A stations (Trans-Canada) and Private Group B stations (Dominion) the percentage was nearly double (23% and 23.4% respectively) that for the Independent group.

Between 6:00 and 11:00 p. m. the average percentage of United States transcribed programmes rises, on Independent stations, to 18.8% of the entire period. But even at this higher figure Independent stations are outbidded by two of the six affiliated groups examined which showed 26.3% (Private Group A stations, Trans-Canada) and 23.3% (Private Group B stations, Dominion) respectively.

If CBC network programmes of United States origin carried by the affiliated stations analyzed are included, the comparative incidence of United States material is as follows. (French network stations are excluded in view of the language barrier to extensive United States borrowing.)

Trans-Canada:	
CBC-Group A	15.6%
Private-Group A	31.3
Private-Group B	24.5
Dominion:	
Private-Group A	19.6
Private-Group B	28.3
Independents	12.5

5. COMMERCIAL AND SUSTAINING PROGRAMMES.

The average percentage of commercial programmes (34.8%) for all Group A and B affiliated stations combined is higher than that (29.6%) for *twenty-two* Independent stations analyzed by 5.2%.

The average percentage on Independent stations is exceeded by that for four of the six affiliated station groups examined; Private Group A, 39.3%, Private Group B, 54.6% (Trans-Canada); Private Group A, 32.3% and Private Group B, 30.0% (Dominion).

Between 6:00 and 11:00 p.m. the average percentage of commercial programmes rises on Independent stations to 36.3%. At this higher figure Independent stations are within 8% range of all six affiliated station groups, with the exception of Group B stations Trans-Canada, which, in evening hours, carry 69.4% commercial programmes.

6. COMMERCIAL SPOT ANNOUNCEMENTS.

The seeming financial advantage, with respect to sponsored programmes, enjoyed by Group A and B stations with network affiliation is partly offset by the relatively greater amount of commercial spot announcements carried by Independent stations.

Commercial spot announcements are markedly more frequent on Independent than on affiliated Group A and B stations. Twenty-two Independent stations examined averaged five spot announcements an hour in permissible periods throughout the entire week. Of the six Group A and B affiliated station groups examined, only one averaged five spot announcements an hour. (See page 461.)

The frequency of high incidence of spot announcements over individual stations was also greater among Independent stations. Thus four Independent stations (18% of the group examined) carried an average of ten commercial spot announcements an hour in permissible periods, whereas among all affiliated station groups the highest incidence of spot announcements was eight an hour over one station.

APPENDIX A.

NETWORK ANALYSIS

A. Trans-Canada

		Hours of Net- Work Programmes Available.	Hours of Net- work Programmes Broadcast.	Percentage of Available Pro- grammes Carried.	
CBC Basic					
CBI	Sydney	108:55	106:15	97.6%	
CBH	Halifax	108:55	106:44	98.0	
CBA	Sackville	114:30	109:00	95.7	
CBM	Montreal	102:35*	86:53	85.2	CBS Programmes Not available.
CBO	Ottawa	108:05	106:37	98.7	
CBL	Toronto	102:35*	90:40	88.3	CBS Programmes Not available.
CBW	Winnipeg	104:52*	81:13	77.5	Carries local contracts from CKY.
CBK	Watrous	104:52	97:25	92.8	
CBX	Edmonton	104:52	102:52	98.1	
CBR	Vancouver	108:25	108:25	100.0	
Private Basic					
CHSJ	Saint John	101:45	53:44	52.8	
CKWS	Kingston	108:05	52:18	48.2	

CFCH	North Bay	108:05	60:16	55.8
CJKL	Kirkland Lake	108:05	53:10	49.2
CKGB	Timmins	108:05	30:83	29.0
CKSO	Sudbury	108:05	61:20	56.7
CJIC	Sault Ste. Marie	108:05	55:25	51.3
CKPR	Fort William	96:40	57:15	59.2
CJOC	Lethbridge	104:52	42:05	40.4
CFJC	Kamloops	108:25	67:00	61.8
CKOV	Kelowna	108:25	53:16	49.1
CJAT	Trail	108:25	35:45	33.0

CBC Group A

CBN	St. John's	97:00	95:05	98.0
CBG	Gander	96:15	96:15	100.0
CBY	Corner Brook	82:20	77:50	96.5
CFPR	Prince Rupert	88:50	74:10	83.1

Trans-Canada

Private Group A	Available Sustaining	Network Commercial	Total	Released	Percent
CKPG Prince George	87:55	2:25	90:20	60:45	67.2
CKOC Hamilton	80:05	23:10	103:15	26:35	27.2
CHLO St. Thomas	77:35	3:00	80:35	17:00	21.1
CHOK Sarnia	31:05	2:40	33:45	15:50	46.9

Private Group B

CJCA Edmonton	Note: These stations receive only those commercials requested by sponsors.				
CKCK Regina					

B. Dominion

CBC Basic	Hours of Net-work Programmes Available.	Hours of Net-work Programmes Broadcast.	Percentage of Available Pro-grammes Carried.	
CJBC Toronto	25:25	25:25	100.0	CBS Programmes Not available.

Private Basic

CHNS Halifax	33:20	26:55	80.8
*CJLS Yarmouth	88:00	62:55	71.5
*CFCY Charlottetown	88:00	24:00	27.3
*CKNB Campbellton	88:00	66:30	75.6
*CKTS Sherbrooke	87:40	63:30	72.4
CFCF Montreal	29:40	20:45	68.3
CKOY Ottawa	29:40	23:30	79.2
CHOV Pembroke	29:40	27:40	92.7
CHEX Peterborough	29:40	24:30	82.6
†CFPL London	32:10	28:30	88.6
*CFCO Chatham	87:40	42:50	48.9
†CFPA Port Arthur	41:05	44:00	100.0
CKRC Winnipeg	25:40	19:00	74.0
CKX Brandon	25:40	19:10	74.8
CKBI Prince Albert	26:55	22:00	81.7
CHAB Moose Jaw	26:55	21:00	78.0
CKRM Regina	26:55	18:50	70.0
CFRN Edmonton	24:25	16:00	65.5
CFCN Calgary	24:25	19:15	78.8

*CHWK Chilliwack	88:00	45:15	51.4
CJOR Vancouver	24:25	19:30	79.9

*These stations have Trans-Canada service available when Dominion network inoperative.
†These stations share Trans-Canada service when Dominion network inoperative.

Dominion Private Group A		Available Sustaining	Network Commercial	Total	Released	Percent
CFOR	Orillia	17:40	1:30	19:10	16:40	86.9
CJIB	Vernon	14:55	6:45	21:40	17:15	79.6
CKTB	St. Catharines	75:38	4:45	80:23	15:00	18.6

Private Group B	
CKNX	Wingham
CFOS	Owen Sound
CJCS	Stratford
CJBQ	Belleville
CKFI	Fort Frances
CKPC	Brantford
CKCR	Kitchener

Note: These stations receive only those commercials requested by sponsors.

C. French Network

CBC Basic		Hours of Network Programmes Available	Hours of Network Programmes Broadcast	Percentage of Available Programmes Carried
CBF	Montreal	117:55	98:20	83.4
CBV	Quebec	117:55	104:25	88.6
CBJ	Chicoutimi	117:55	85:25	72.4

Private Group A		Available Sustaining	Network Commercial	Total	Released	Percent
CHNC	New Carlisle	81:28	16:02	97:40	55:35	56.9
CHLT	Sherbrooke	81:28	5:30	86:58	43:45	52.8
CHGB	Ste. Anne de la Pocatiere	82:43	2:12	85:05	37:41	44.3

APPENDIX B.

A. Music, Live and Recorded or Transcribed, on Fourteen Group A Affiliated Stations. (Figures indicate minutes.)

Station	Live	Serious Record & Transcribed	Total	Live	Popular Record & Transcribed	Total	Ratio (app.) Serious to Popular
Trans-Canada:							
CBC-Group A							
CBN	60	900	960	45	1547	1592	3:5
CBY	—	595	595	—	2290	2290	1:4
CBG	—	400	400	—	2305	2305	1:6
CFPR	—	1535	1535	—	2500	2500	3:5
Private-Group A							
CHOK	—	255	255	120	3670	3790	1:19
CHLO	90	310	400	105	3925	4030	1:10

482 ROYAL COMMISSION ON ARTS, LETTERS AND SCIENCES

CKOC	30	510	540	—	3284	3284	1:6
CKPG	—	875	875	—	1760	1760	1:2

Dominion:

Private-Group A

CKTB	—	405	405	90	3335	3425	1:8
CJIB	15	810	825	95	3040	3135	1:4
CFOR	30	310	340	235	2145	2380	1:7

French:

Private-Group A

CHLT	15	1215	1230	30	1415	1445	6:7
CHGB	—	975	975	—	3904	3904	1:4
CHNC	—	1645	1645	—	1895	1895	8:9

B. Music, Live and Recorded or Transcribed, on Nine Group B Affiliated Stations. (Figures indicate minutes.)

Trans-Canada:

Private-Group B

CJCA	—	195	195	190	2923	3113	1:16
CKCK	165	910	1075	60	3115	3175	1:3

Dominion:

Private-Group B

CKNX	30	330	360	185	1360	1545	1:4
CFOS	50	210	260	70	2185	2255	1:9
CKCR	30	310	340	15	2465	2480	1:7
CKFI	15	860	875	90	1645	1735	1:2
CKPC	60	485	545	240	3210	3450	1:6
CJBQ	—	935	935	130	3220	3350	1:3½
CJCS	75	490	565	30	3495	3525	1:6

C. Serious and Popular Music as Percentages of Total Broadcast Hours (from sign-on to midnight) on Fourteen Group A Affiliated Stations.*

Station	Total Hours	Total Serious	Percent	Total Popular	Percent	Total Music	Percent
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Trans-Canada:

CBC-Group A

CBN	6952	960	13.8	1592	22.9	2552	36.7
CBY	6935	595	8.6	2290	33.0	2885	41.6
CBG	6900	400	5.8	2305	33.4	2705	39.2
CFPR	6690	1535	22.9	2500	37.4	4035	60.3

Private-Group A

CHOK	7675	255	3.3	3790	49.4	4045	52.7
CHLO	7530	400	5.3	4030	53.5	4430	58.8
CKOC	7474	540	7.2	3284	43.9	3824	51.1
CKPG	6495	875	13.5	1760	27.1	2635	40.6

Dominion:

Private-Group A

CKTB	7530	405	5.4	3425	45.5	3830	50.9
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APPENDIX VI

483

CJIB	6660	825	12.4	3135	47.0	3960	59.4
CFOR	6785	340	5.0	2380	35.0	2720	40.0

French:

Private-Group A

CHLT	7440	1230	16.5	1445	19.3	2675	35.8
CHGB	7395	975	13.1	3904	52.8	4879	65.9
CHNC	6520	1645	25.2	1895	29.0	3540	54.2

*For stations broadcasting in excess of 17 hours a day (or 7140 minutes weekly) the percentage figures in this chart are inaccurate, in that music programmes up to midnight only were enumerated. As the hours after midnight to approximately 7:00 a.m. are almost exclusively devoted to music, the real percentage of total broadcast time devoted to music over these stations is very much higher.

D. Serious and Popular Music as Percentages of Total
Broadcast hours (from sign-on to midnight) on Nine
Group B Affiliated Stations.

Trans-Canada:

Private-Group B

CJCA	7530	195	2.6	3113	41.3	3308	43.9
CKCK	7225	1075	14.9	3175	43.9	4250	58.8

Dominion:

Private-Group B

CKNX	6730	360	5.3	1545	23.0	1905	28.3
CFOS	6730	260	3.9	2255	33.5	2515	37.4
CKCR	6675	340	5.1	2480	37.2	2820	42.3
CKFI	6620	875	13.2	1735	26.2	2610	39.4
CKPC	6815	545	8.0	3450	50.6	3995	58.6
CJBQ	7020	935	13.3	3350	47.7	4385	61.0
CJCS	6935	565	8.1	3525	50.8	4090	58.9

APPENDIX C.

A. Music, Live and Recorded or Transcribed, from Sign-on
to Midnight, on Twenty-Five Independent Stations.
(Figures indicate Minutes.)

Station	Live	Serious Recorded or Transcribed	Total	Live	Popular Recorded or Transcribed	Total	Ratio (app.) Serious to Popular
CKNW	15	510	525	275	3050	3325	1:6
CKMO	—	880	880	150	4270	4420	1:5
CHVC	125	1164	1289	120	981	1101	1:1
CKOX	15	435	450	167	2378	2545	1:6
CJOY	60	538	598	20	4589	4609	1:8
CKCL	105	360	465	135	2713	2848	1:7
CKDO	30	150	180	30	4645	4675	1:26
CKBL	105	900	1005	190	3965	4155	1:4
CHLP	—	630	630	425	4785	5210	1:8
CFAB	—	934	934	—	3100	3100	1:3
CKEN	—	934	934	—	3100	3100	1:3
CJSO	60	805	865	60	2925	2985	1:35

CHUM	—	115	115	—	3017	3017	1:26
CJRW	—	355	355	—	3299	3299	1:9
CFRA	—	405	405	60	5365	5425	1:13
CKVL	15	240	255	220	4120	4340	1:17
CKEY	—	30	30	80	3435	3515	1:117
CJAD	—	700	700	70	3025	3095	1:44
CHRC	25	730	755	25	3715	3740	1:5
CJOB	60	830	890	305	2844	3149	1:35
CJAV	—	510	510	60	3580	3640	1:7
CHLN	15	1210	1225	75	2305	2380	1:2
U.S. Network							
Affiliates:							
CFRB	120	150	270	85	1835	1920	1:7
CKAC	180	485	665	265	3815	4080	1:6
CKWX	—	275	275	—	3540	3540	1:15

B. Serious and Popular Music Over Twenty-five Independent Stations as Percentages of Total Broadcast Hours from Sign-on to Midnight.*

Station	Total Minutes on Air	Total Serious	%	Total Popular	%	Total Music	Ratio (app.) Serious to Popular
CKNW	10080	525	5.2	3325	32.9	3850	1:6
CKMO	7615	880	11.6	4420	58.0	5300	1:5
CHVC	6787	1289	19.0	1101	16.2	2390	1:1
CKOX	6675	450	6.7	2545	38.2	2995	1:6
CJOY	7355	598	8.1	4609	62.7	5207	1:8
CKCL	6594	465	7.0	2848	43.2	3313	1:6
CKDO	6760	180	2.6	4675	69.2	4855	1:26
CKBL	6975	1005	14.4	4155	59.6	5160	1:4
CHLP	7295	630	8.6	5210	71.4	5840	1:8
CFAB	5760	934	16.2	3100	53.8	4034	1:3
CKEN	5760	934	16.2	3100	53.8	4034	1:3
CJSO	6455	865	13.4	2985	46.2	3850	1:3½
CHUM	5070	115	2.3	3017	59.5	3132	1:26
CJRW	5531	355	6.4	3299	59.6	3654	1:9
CFRA	8445	405	4.8	5425	64.2	5830	1:13
CKVL	9780	255	2.6	4340	44.4	4595	1:17
CKEY	9280	30	.3	3515	37.9	3545	1:117
CJAD	7475	700	9.4	3095	41.4	3795	1:4½
CHRC	7235	755	10.4	3740	51.7	4495	1:5
CJOB	9720	890	9.2	3149	32.4	4039	1:3½
CJAV	6680	510	7.6	3640	54.5	4150	1:7
CHLN	6480	1225	18.9	2380	36.7	3605	1:2
U.S. Network							
Affiliates:							
CFRB	7450	270	3.6	1920	25.8	2190	1:7
CKAC	8375	665	7.9	4080	48.7	4745	1:6
CKWX	7295	275	3.6	3595	49.0	3870	1:13

*For stations broadcasting in excess of 17 hours a day (or 7140 minutes a week) the percentage figures in this chart are inaccurate, in that music programmes up to midnight only were enumerated. As the hours after midnight to approximately 7:00 a.m. are almost exclusively devoted to music, the real percentage of total broadcast time devoted to music programmes on such stations is very much higher.

APPENDIX D.

Records and Transcriptions on Twenty-five Independent Stations.

Station	Amount of Records and Transcriptions to Nearest Hour	Total Broadcast Hours to Nearest Hour.	Percentage of Records and Transcriptions.
CKOX	79	111	71%
CHVC	67	110	61
CKCL	68	110	62
CKMO	106	126	84
CKNW	113	168	67
CKVL	120	163	74
CJOB	134	162	80
CJAD	84	125	67
CKEY	119	164	73
CHRC	84	121	70
CJAV	54	111	81
CHLN	75	108	69
CJSO	76	107	70
CHLP	95	122	78
CKBL	87	116	75
CKDO	93	111	84
CFRA	87	140	62
CJOY	93	123	76
CHUM	66	84	79
CKEN	73	96	76
CFAB	73	96	76
CJRW	70	92	76
U.S. Network			
Affiliates:			
CFRB	49	124	40
CKAC	72	140	51
CKWX	80	122	66

APPENDIX VII

PROVISIONAL LIST OF CANADIAN MUSEUMS AND ART GALLERIES

(Prepared by the Canadian Museums Association)

A

Natural History Museums Including Archaeology

1. Provincial Museum of Natural History and Anthropology: Dr. G. Clifford Carl, Director; Victoria, B.C.
2. University of British Columbia Museum of Anthropology; Prof. H. B. Hawthorn, Curator; Vancouver, B.C.

3. Museum of Northern British Columbia; Mrs. N. L. Jones, Curator; Prince Rupert, B.C.
4. Museum of Geology, Palaeontology and Archaeology; Prof. P.S. Warren, Curator; University of Alberta, Edmonton, Alberta.
5. Banff National Park Museum; Mr. J. A. Hutchinson, Park Supt. and Curator; Banff, Alberta.
6. "Fossil House", Calgary Zoological Society and Natural History Park; Mr. Tom Baines, Curator; St. George's Island, Calgary, Alberta.
7. Prince Albert National Park Museum; Mr. B. I. M. Strong, Supt.; Prince Albert, Saskatchewan.
8. Lund Wildlife Exhibit; Mr. Gordon E. Lund, Curator; Lund Exhibit bldg., Prince Albert, Saskatchewan.
9. University of Saskatchewan Museum; Dr. D. S. Rawson, Curator of Zoology; Saskatoon, Saskatchewan.
10. Provincial Museum of Natural History; Mr. Fred S. Bard, Director; Normal School, Regina, Saskatchewan.
11. Swift Current Museum; Mr. Howard Couch, Box 606, Swift Current, Sask.
12. Grand Coteau Museum of the Canadian Club; Mr. H. F. Hughes, Curator; Shaunavon, Saskatchewan.
13. Riding Mountain National Park Museum, Mr. O. Heaslip, Supt.; Wasagaming, Manitoba.
14. The Manitoba Museum; Mr. L. T. S. Norris-Elye, Director; The Auditorium, Winnipeg, Manitoba.
15. Chatham-Kent Museum; Chatham, Ontario.
16. Normal School Museum; Stratford, Ontario.
17. Oxford Museum; Miss E. C. Nesbitt, Curator; City Hall, Woodstock, Ontario.
18. Dundurn Castle Museum; Mrs. J. Bryce Mundie, Curator; Hamilton, Ontario.
19. Perkins Bull Museum, Brampton, Ontario.
20. Royal Ontario Museum of Archaeology; Prof. Gerard Brett, Director; Toronto, Ontario.
21. Royal Ontario Museum of Mineralogy and Geology; Prof. V. B. Meen, Director; Toronto, Ontario.
22. Royal Ontario Museum of Palaeontology; Dr. Madeleine A. Fritz, Associate Director; Toronto, Ontario.
23. Royal Ontario Museum of Zoology; Prof. F. A. Urquhart, Director; Toronto, Ontario.
24. Museum of the Department of Anatomy; Prof. J. C. B. Grant, Director; Mr. C. E. Storton, Curator; University of Toronto; Toronto, Ontario.
25. Museum of the Department of Pathology; Prof. Wm. Boyd, Curator; University of Toronto; Toronto, Ontario.
26. Geological, Mineralogical and Ethnological Museum; Prof. M. B. Baker, Curator; Queen's University, Kingston, Ontario.
27. Biological Museum; Dr. R. O. Earl, Curator; Queen's University, Kingston, Ontario.
28. Perth Museum, Perth, Ontario.
29. National Museum of Canada; Dr. F. J. Alcock, Chief Curator; Ottawa, Ontario.
30. Collections of Systematic Entomology; Dr. G. P. Holland, In Charge; Department of Agriculture, Ottawa, Ontario.
31. McGill University Museum; Prof. T. H. Clark, Director, Montreal, Quebec.
32. Montreal Botanical Gardens; Dr. Jacques Rousseau, Director; 4101 Sherbrooke Street East, Montreal, Que.

33. Geological and Mineralogical Museum; Mr. Pierre Mauffette, Curator; Ecole Polytechnique, 1430 St. Denis Street, Montreal, Que.
34. Musée de l'Institution des Sourds-Muets; Rev. Brother Florian Crete, C. S. V., Director; 7400 St. Lawrence Blvd., Montreal, Que.
35. Commercial and Industrial Museum; Dr. G. Gardner, Curator; Annex of "The School of Higher Commercial Studies", Montreal, Que.
36. Museum of the Seminary of St. Hyacinthe; Prof. Frs.-X. Côté, Curator; St. Hyacinthe, P.Q.
37. Museum of Mt. St. Bernard Normal School; Bro. Cosmas, Curator; Sorel, P.Q.
38. Museum of the College of Agriculture & Museum of the Classical College; Rev. R. Tanguay, Curator; Ste. Anne de la Pocatière, P.Q.
39. Museum of the Province of Quebec; Mr. Paul Rainville, Curator; Battlefield Park, Quebec, P.Q.
40. Laval University Museums; Prof. R. Dolbec, Curator of Zoology and Ornithology; Prof. Alexandre Gagnon, Curator of Botany; Prof. J. W. Laverdière, Curator of Mineralogy & Geology; Quebec, P.Q.
41. The New Brunswick Museum; Mr. W. Austin Squires, Curator Natural Science Department, Saint John, New Brunswick.
42. Miramichi Natural History Museum, Chatham, N.B.
43. Nova Scotia Museum of Science; Mr. Donald K. Crowdis, Curator; Spring Garden Road, Halifax, Nova Scotia.
44. Dalhousie University Medical Museums; Dr. R. L. de C. H. Saunders, Director; Halifax, N.S.
45. Newfoundland Museum; Mr. L. E. F. English, M.B.E., Curator; St. John's Newfoundland.
46. Pensionnat de Lachine, Natural History; Soeur Marie-Jean-Eudes, Curator; Lachine, Que.
47. Dalhousie University Museum, Halifax, Nova Scotia.

B

Historical Museums Including Military And Industrial

1. Helmcken House Museum; Mr. Willard E. Ireland, Provincial Archivist; 638 Elliott Street, Victoria, British Columbia.
2. Northern Alberta Pioneers' and Old Timers' Association; Mr. J. A. McCool, Secretary; Telephone Building, Edmonton, Alberta.
3. The Mounted Police Memorial & Indian Museum; Mr. D. Campbell Innis, Curator; Battleford, Saskatchewan.
4. Prince Albert Historical Museum; Mr. W. Deane Munro, President, c/o Munro Nursery, Prince Albert, Saskatchewan.
5. Swift Current Museum; Mr. Howard Couch, Box 606, Swift Current, Saskatchewan.
6. Grand Coteau Museum of the Canadian Club; Mr. H. F. Hughes, Curator; Shaunavon, Saskatchewan.
7. The Manitoba Museum; Mr. L. T. S. Norris-Elye, Director; The Auditorium, Winnipeg, Manitoba.
8. Historical Museum of the Hudson's Bay Co; Mr. Clifford P. Wilson, Curator; Hudson's Bay Co. Store, Winnipeg, Manitoba.
9. Fort Malden National Historic Park Museum; Mr. David P. Botsford, Custodian; Amherstburg, Ontario.
10. Kent Historical Society; J. F. Fletcher, President; 208 William Street, Chatham, Ontario.

11. London & Middlesex Historical Society Museum; Mr. L. R. Gray, President; 20 Renwick Avenue, London, Ontario.
12. Elgin Historical Society Museum, St. Thomas, Ontario.
13. Norwich Pioneers Historical Society; Mr. J. H. Cohoe, President; Norwich, Ontario.
14. Oxford Museum; Miss E. C. Nesbitt, Curator; City Hall, Woodstock, Ontario.
15. Brant Historical Society Museum, Brantford Public Library, Brantford Ontario.
16. Eva Brook Donly Museum, Norfolk Historical Society, Simcoe, Ontario.
17. Haldimand Historical Society; Rev. F. R. Anderson, President, Hagersville, Ontario.
18. Head-of-the-Lake Historical Society; Mr. George Laidler, President; 41 Hyde Park Avenue, Hamilton, Ontario.
19. Dundas Historical Society; Mr. T. R. Woodhouse, President; 20 North Oval, Hamilton, Ontario.
20. Museum of the Hamilton Association for the Advancement of History, Science and Art, Hamilton, Ontario.
21. Dundurn Castle Museum; Mrs. J. Bryce Mundie, Curator; Hamilton, Ontario.
22. Brant House Museum, Burlington, Ontario.
23. Womens' Wentworth Historical Society, Battlefield House, Stoney Creek, Ontario.
24. Grimsby Historical Society; Mr. L. J. Pettit, President; Grimsby, Ontario.
25. Lincoln Historical Society Museum, St. Catharines, Ontario.
26. Niagara Historical Society; Mrs. J. M. Mussen, Curator; Niagara-on-the-Lake, Ontario.
27. Fort George Museum, Niagara-on-the-Lake, Ontario.
28. Lundy's Lane Historical Society Museum, Niagara Falls, Ontario.
29. Fort Erie Museum, Fort Erie, Ontario.
30. Macnab Historical Association; Mr. Wm. McNab, Box 155, Foleyet, Ontario.
31. Huron Institute Museum; Mr. Robert W. Thom, Secretary and Curator; Collingwood, Ontario.
32. Huronia House; Mr. J. H. Cranston, Charles Street, Midland, Ontario.
33. Waterloo Historical Society Museum; Miss B. M. Dunham, President, Kitchener, Ontario.
34. Wellington County Historical Research Society, Guelph, Ontario.
35. Simcoe Women's Institute Museum, Barrie, Ontario.
36. Perkins Bull Museum, Brampton, Ontario.
37. Royal Ontario Museum of Archaeology; Prof. Gerard Brett, Director; Toronto, Ontario.
38. John Ross Robertson Historical Collection, Toronto Public Library, St. George and College Sts., Toronto, Ontario.
39. Women's Canadian Historical Society, Toronto, Ontario.
40. Old Fort York Museum; Mrs. A. W. Macnab, Curator; 116 Walmer Road, Toronto, Ontario.
41. York Pioneers Historical Society, Sharon, Ontario.
42. Murney Tower Museum; Lt. Col. C. M. Strange, Director; 25 West Street, Kingston, Ontario.
43. Fort Wellington National Historic Park Museum; Mr. Walter G. Webb, Custodian; Prescott, Ontario.
44. Perth Museum, Perth, Ontario.
45. Public Archives of Canada; Dr. W. K. Lamb, Dominion Archivist, Ottawa, Ontario.

46. Military Museum; Mr. H. A. Reiffenstein, Curator; Public Archives, Ottawa, Ontario.
47. Women's Canadian Historical Society of Ottawa Inc.; Mrs. J. M. Somerville, President; The Kenniston Apts., Elgin Street, Ottawa, Ontario.
48. Fort Chambly National Historic Park Museum; Mr. N. A. Mainguy, Custodian; Chambly Basin, Quebec.
49. Fort Lennox National Historic Park Museum; Mr. A. Soutiere, Custodian; St. Paul, Isle-aux-Noix, Quebec.
50. Manoir Museum, La Société d'Histoire Régionale de Lachine; Mr. A. Carignan, Curator; 100 Chemin La Salle, Lachine, Quebec.
51. McGill University Museums; Mrs. Alice Johanssen Turham, Assistant Director; Montreal, Quebec.
52. Antiquarian and Numismatic Society Museum; Mr. L. A. Renaud, Curator, Chateau de Ramezay, Montreal, Quebec.
53. The Telephone Museum and Historical Collection; Mr. George L. Long, Curator; The Bell Telephone Co. of Canada, Montreal, Quebec.
54. Historical Society of Argenteuil County; Mr. F. W. F. Whitehead; Carillon, Quebec.
55. Museum of the Seminary of St. Hyacinthe; Prof. Frs.-X. Coté, Curator; St. Hyacinthe, Quebec.
56. Museum of the Province of Quebec; Mr. Paul Rainville, Curator; Battlefield Park, Quebec, Que.
57. Military Museum; Major Georges Guimond, Curator; The Citadel, Quebec, Quebec.
58. Laval University Museums; Prof. J. M. Blanchet, Curator of Numismatics; Prof. G. E. Demers, Curator of Religious Objects; Prof. Zepherin Rousseau, Curator of Surveying and Forestry; Quebec, Quebec.
59. York-Sunbury Historical Society Museum; Mr. G. Alvah Good, Director; 242 Regent Street, Fredericton, New Brunswick.
60. The New Brunswick Museum; Mr. George MacBeth; Curator, Canadian History Department; Saint John, New Brunswick.
61. Fort Beausejour National Historic Park Museum; Mr. H. B. C. Dixon, Custodian; Aulac, New Brunswick.
62. Fort Anne National Historic Park Museum; Lieut. Col. E. K. Eaton, Honorary Superintendent; Annapolis Royal, Nova Scotia.
63. Public Archives of Nova Scotia; Mr. D. C. Harvey, Archivist; Halifax, Nova Scotia.
64. Pioneers' Museum; Mr. Clifford Rose, Curator; 254 Almonte Avenue, New Glasgow, Nova Scotia.
65. Fortress of Louisburg National Historic Park Museum; Miss Katherine McLennan, Honorary Curator; Louisburg, Nova Scotia.
66. Colborne Lodge Museum; Mrs. J. Dawson, Curator; 207 Albertus Avenue, Toronto, Ontario.
67. William H. Coverdale Collection, c/o Canadian Steamship Lines Ltd., 759 Victoria Square, Montreal, Quebec.
68. Museum of the Seminary of Joliette; Prof. Lucien Gravel, Curator; Joliette, Quebec.

C

Art Museums And Art Galleries

1. Vancouver Art Gallery; Mr. J. A. Morris, Curator; 1145 W. Georgia Street, Vancouver, British Columbia.

2. Edmonton Museum of Arts; Mr. Percy Henson, Director; 9938—102nd Avenue, Edmonton, Alberta.
3. Department of Fine Art; Prof. H. G. Glyde, Director; University of Alberta, Edmonton, Alberta.
4. Allied Arts Centre and Art Gallery, Calgary, Alberta.
5. Saskatoon Art Centre; Mrs. L. Collins, Secretary; King George Hotel, Saskatoon, Saskatchewan.
6. Norman MacKenzie Art Collection, Regina College, Regina, Saskatchewan.
7. Winnipeg Art Gallery; Mr. Alvan Eastman, Director; Winnipeg Auditorium, Winnipeg, Manitoba.
8. Willistead Art Gallery; Mr. Kenneth Saltmarche, Curator; Willistead Library, Windsor, Ontario.
9. McIntosh Memorial Gallery; Mr. Fred Landon, Curator; University of Western Ontario, London, Ontario.
10. Public Library and Art Museum; Mr. C. Bice, Curator; London, Ontario.
11. Norfolk Museum of Art and Antiques, Simcoe, Ontario.
12. Hamilton Art Gallery; Mr. T. R. MacDonald, Curator; 20-22 Main Street W., Hamilton Ontario.
13. Art Gallery of Toronto; Mr. Martin Baldwin, Director; Dundas St. West, Toronto, Ontario.
14. The Lee Collection, Hart House, University of Toronto, Toronto, Ontario.
15. Department of Fine Arts; Prof. Andre Bi  ler; Queen's University, Kingston, Ontario.
16. The National Gallery of Canada; Mr. H. O. McCurry, Director; Ottawa, Ontario.
17. Montreal Museum of Fine Arts; Mr. R. T. Davis, Director; 1379 Sherbrooke Street, Montreal, Quebec.
18. School of Art and Design; Dr. Arthur Lismer, Principal; Art Association of Montreal, 1379 Sherbrooke Street, Montreal, Quebec.
19. Museum of the Province of Quebec; Mr. Paul Rainville, Curator; Battlefield Park, Quebec, Quebec.
20. Laval University Museum; Prof. A. Jobin, Curator of Painting; Quebec, Quebec.
21. The New Brunswick Museum; Mr. Avery Shaw, Curator, Art Department; Saint John, New Brunswick.
22. Owens Memorial Gallery; Mr. Lawren P. Harris, Director; Mount Allison University, Sackville, New Brunswick.
23. Harris Memorial Art Gallery; Mr. James Harris, Curator; 84 Greenfield Avenue, Charlottetown, Prince Edward Island.
24. Children's Art Centre; Miss Frances Johnston, Director; Charlottetown, Prince Edward Island.
25. Nova Scotia College of Fine Arts; Mr. Donald C. MacKay; Halifax, Nova Scotia.
26. Yarmouth Public Library and Museum; Miss Isabel MacDonald, Librarian and Curator; Yarmouth, Nova Scotia.
27. Vancouver City Museum; Mr. T. P. O. Menzies, Curator; Vancouver Public Library, Vancouver, British Columbia.
28. Sarnia Public Library and Art Gallery; Miss D. Carlisle, Curator; Sarnia, Ontario.

APPENDIX VIII

ORDER IN COUNCIL ESTABLISHING THE COMMITTEE ON
PUBLIC RECORDS

P. C. 6175

AT THE GOVERNMENT HOUSE AT OTTAWA
THURSDAY, the 20th day of SEPTEMBER, 1945

PRESENT:

HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL:

WHEREAS the Secretary of State reports that, at the request of the Prime Minister he has convened an informal Advisory Committee on Public Records to give consideration to methods for providing adequate conservation of the public records, with particular reference to those records relating to the wartime activities of the government; and

That, following investigation of the state of the public records, a report has been prepared and considered by the Committee and certain recommendations resulting therefrom approved;

NOW, THEREFORE, His Excellency the Governor General in Council, on the recommendation of the Secretary of State, is pleased to order and doth hereby order as follows:

1. There shall be a Committee on Public Records under the Chairmanship of the Secretary of State and consisting of the following officials:—

A representative to be named by the Secretary of State (Public Archives).

Two representatives to be named by the Minister of National Defence (Army and Naval Services).

A representative to be named by the Minister of National Defence—Air.

A representative to be named by the Minister of Public Works.

A representative to be named by the Minister of Finance.

A representative to be named by the Minister of Munitions and Supply and the Minister of Reconstruction.

A representative to be named by the Minister of Labour.

A representative to be named by the Secretary of State for External Affairs.

A Secretary shall be provided from the Privy Council Office.

2. The Canadian Historical Association shall be asked to recommend two professional historians to act in an advisory capacity to the Committee to serve at no salary but with expenses to be provided by the Government.

3. The duties of the Committee shall be to keep under constant review the state of the public records and to consider, advise and concert with departments and agencies of government on the organization, care, housing and destruction of public records.

4. The Committee shall, as part of their duties, examine and report on the following:

(a) The preparation by departments and agencies of Government of suitable accounts of their wartime activities and,

- (b) The implementing of the approved recommendations of the Royal Commission on Public Records of 1914 regarding establishment of a public records office, with particular reference to the integration of the Public Archives therein, and the type of organization which would facilitate the best use of the public records.
5. When questions specifically affecting the records of a department are being dealt with, a representative from that department shall be present at the meeting.
6. The primary responsibility for the care and maintenance of records and for seeing that the policies of government in respect to disposition of public records be carried out so as to ensure that material of permanent value be not unwittingly destroyed will rest with departments and agencies of government concerned.
7. Each department shall assign responsibility for superintendence of its records to one or more senior officers, preferably the departmental secretary if such a position exists, or an official of similar rank. The duties of these officers will be to review periodically the state of the departmental records and to reclassify them with a view to disposal or transfer of those of permanent value but not currently required to the Public Archives (or Public Records Office, if established) or to other dominion or provincial departments, or by some form of destruction under existing regulations. These officers will also maintain liaison with agencies responsible to the Minister. Recommendations respecting contemplated disposal along the above lines shall be submitted, in all cases, for formal approval of the Committee on Public Records.

A. D. P. Heeney,
Clerk of the Privy Council.

PUBLIC RECORDS COMMITTEE

CIRCULAR No. 2

Memorandum to all Departments and Agencies

DISPOSAL OF PUBLIC RECORDS

This circular supersedes the Public Records Committee Circular of March 9th, 1946 on Disposal of Public Records.

The following revised procedures have been approved by the Public Records Committee and by Treasury Board:

1. Recommendations for all disposal of public records will be submitted to the Public Records Committee as from the deputy head of the department or head of the agency concerned and will be examined from an overall records standpoint. Where disposal by destruction is contemplated, a copy of the submission will be made to Treasury Board at the same time for clearance with the Auditor General and Comptroller of the Treasury.
If the destruction in whole or in part is approved, the Committee will recommend accordingly to Treasury Board, who, if satisfied from the financial aspect, will issue an appropriate Treasury Board minute authorizing destruction; in other cases, departments and agencies will be advised of the decision

of the Committee and implementation will not require a Treasury Board minute.

2. Recommendations to the Committee should be accompanied by a list of the files or records in question, together with covering dates, and such other relevant information as may be appropriate.
3. Where authority for destruction of certain classes of records is covered by existing Treasury Board minutes, (T.160481B, of June 2, 1936 and subsequent amendments), or, for records held outside Ottawa, by King's Regulations and Orders for the three Services, procedures in accordance with the Treasury Board minutes or K. R. & O., will continue for the time being without necessity of reference to the Committee.
4. In respect to the destruction of duplicates within a department or agency, this will be done normally, without reference to the Committee, on the authority of the deputy head of the department or head of the agency concerned, provided that such officials are satisfied that the original is being retained in the public records.

There are, however, certain cases, especially in branch offices, where the duplicate is an official document, and other cases where a duplicate is, in fact, treated departmentally as a duplicate original. Automatic destruction of duplicates will, therefore, be conditioned by the following reservations:

- (a) That in any cases in which it is necessary for audit purposes to compare the original of a document or record with the duplicate, the later item will not be destroyed prior to having served its purpose as an audit medium; and,
- (b) that all financial duplicates which are treated as official documents in branch offices or departmentally as duplicate originals will be retained for at least one year after the close of the transaction to which the duplicate relates.

It is important, in making recommendations involving destruction of records, that full information be given as to the steps that have been taken to ensure adequate examination of the records in question and appropriate consultation there within the department or agency.

W. E. D. Halliday,
Secretary,
Public Records Committee

Privy Council Office,
February 11, 1947.

APPENDIX IX RADIO AND TELEVISION

By John Crosby

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THE UNITED NATIONS GETS PUSHED AROUND

Television, it is pretty generally agreed, came of age last summer when it broadcast to all the cities on the cable the Jacob Malik debates with Warren Austin and Sir Gladwyn Jebb in the United Nations. These broadcasts, in point of drama, historic importance and popular interest, were easily the outstanding contributions made by television in 1950. For the first time television began to live up to its promise as a great mass educational communications medium.

But that was last summer, when the sponsors had pretty generally taken to the beaches and when there wasn't much on the air anyway. This winter, with well-heeled sponsors all over TV, the situation has changed radically. On January 30, around 10.15 p.m. the United Nations Political Committee took a vote on the United States resolution branding Communist China an aggressor. The resolution passed by a vote of 44 to 7, which was the No. 1 News story in most papers the next morning.

WNYC, the New York City municipal station, carried the debate up until 10 o'clock, when it went off the air, ABC cut in to carry the actual vote. No other radio and no television stations carried any of the debate after 7 o'clock. The U.N., which has its own facilities, broadcast the session to Europe, and the broadcast was available to any local radio or TV stations that wanted it. None did. The networks were too busy carrying "Rate Your Mate", an audience participation show; "Big Town", which is full of tall talk about the responsibilities of journalism; a crime program called "Danger", "The Amateur Hour" and a lot of other trifles which have bankrolls attached to the other end of them.

As far as television is concerned, the United Nations has been a stepchild all winter. Actually the U.N. has been broadcast on one or several of the TV networks almost every day. But you'll have a terrible time finding it. At the request of the networks, newspapers have stopped listing the U.N. broadcasts. The networks, it seems, don't want to make up their minds until the last minute and don't want to be tied down in the event that a commercial program shows up.

However, if they have nothing else on the agenda, the TV networks will broadcast the United Nations and then take credit in their program logs for performing a conspicuous public service. This will be displayed to the Federal Communications Commission if and when any embarrassing questions about public service are asked. As long as the public is kept in the dark as to where and when the U.N. can be heard, the service to them is a doubtful one.

The situation will get worse as time goes on. Right now, there are still stretches of unsponsored time on daytime television. Eventually this will be gobbled up and then the United Nations or Congress or conceivably even the President will have great difficulty elbowing the soap companies out of the way long enough to get any sort of message on the air.

Just a week or so ago Justin Miller, president of the National Association of Broadcasters, appeared at the F.C.C. hearings in Washington to oppose the reservation of 20 per cent of television channels for educators. Judge Miller declared that he was heartily in favor of television being used as an educational medium, but he felt commercial licensees could do it better.

This is hardly the point. There's no doubt but that commercial broadcasters, with their know-how and facilities, could do a whale of a job of education by television. But WILL they do it, if Procter & Gamble is offering cash money for a soap opera? "The kind of education that has been done already in this medium by commercial licensees is very impressive", said Judge Miller, who went on to cite as a particularly glorious example "the now-famous U.N. telecasts". Well, they were impressive as long as they lasted. But they didn't last very long.

The New York Herald Tribune, February 11, 1951.

(Reprinted by Permission)

APPENDIX X

FEDERAL AID TO UNIVERSITIES

FEDERAL GOVERNMENT EXPENDITURE ON HIGHER EDUCATION

		1948-49
		\$
AGRICULTURE		
Grants to Universities for specific research activities	—	10,100
FISHERIES		
Grants to Universities for Extension work among fishermen	—	80,000
LABOUR (Paid to the Provinces)		
Youth Training — Student Aid Programme		
Outright grants	\$130,000)	
Loans — repayable by students	75,000) —	205,000
MINES AND RESOURCES		
—Indian Affairs — Negligible amount for Indians at University level		
—Lands and Development — Three Scholarships in N.W.T.	—	1,200
NATIONAL DEFENCE		
—Defence Research Board		
Grants to Universities	—	693,277
Research Contracts with Universities	—	4,000
Equipment for loan to Universities	—	18,198
—NOTE— The Department maintains two colleges, Royal Military College and Royal Roads, for which Public Accounts show costs in 1948-49 to be \$1,150,000		

NATIONAL HEALTH AND WELFARE (With exception of the schools of social work the grants are paid to the provinces).

* Tuition Fees (Professional training, venereal disease, mental health and T.B. Public Health	—	30,641
Bursaries — Mental Health — (Payable to qualified trainees)	—	186,000
Grants to Universities — (Mental Health, General Public Health, Public Health Res. and Schools of Social Work)	—	160,440
* Certain other assistance to students viz. allowances for travel, books, etc., were not included by the Department in drawing up this total.		

TRADE AND COMMERCE

—Atomic Energy Control Board		
Payment to Universities for capital and operating costs of research and investigations required by the Board	—	142,500
—National Research Council		
Scholarships and bursaries		
At National Research Laboratories	—	27,502
At Universities	—	170,000
—Grants-in-aid-of Research		
At Universities	—	711,343
At Hospitals, Foundations, etc.	—	63,000
Research Contracts		(not given)
University of British Columbia		" "

TRANSPORT

—Grants to Schools of Navigation		
Extension work among navigators	—	8,700
		<hr/>
Total	—	2,511,901

VETERANS AFFAIRS

—University Training		
Veterans' Allowances	—	16,000,000
Fees	—	5,750,000
Supplementary Grants	—	3,000,000
Loans	—	32,000
		<hr/>
		24,782,000
		<hr/>

GRAND TOTAL — \$ 27,293,901

GUGGENHEIM MEMORIAL FOUNDATION FELLOWSHIPS
AWARDED TO CANADIAN FELLOWS SINCE 1940

(John Simon Guggenheim Memorial Foundation, Fellowships,
Tenable in the United States, to Assist Research and Artistic
Creation)

CANADIAN FELLOWS

Titles of positions are
those at time of appointment to Fellowships

1940

Mr. Percy Elwood Corbett, Professor of Roman Law and Lecturer in International Law, McGill University: A treatise to be entitled "The Community of States and its Law."

Mr. Donald Grant Creighton, Associate Professor of History, University of Toronto: A study of the factors in the development of Canadian nationality.

Dr. Gordon Pall, Assistant Professor of Mathematics, McGill University: Studies of the arithmetical properties of quadratic forms.

Mr. Carl Schaefer, Artist, Toronto: Creative work in painting.

Mr. Francis Reginald Scott, Professor of Civil Law, McGill University: A book on the nature and development of the Canadian constitution.

1941

Dr. Richard Dagobert Brauer, Assistant Professor of Mathematics, University of Toronto: Studies in the field of modern algebra, with special reference to the theory of groups of finite order and their characters.

Dr. William Thomas Easterbrook, Assistant Professor of Economics, Brandon College of the University of Manitoba: Studies in the economic history of the Pacific Northwest of Canada.

Mr. Eugene Alfred Forsey, Lecturer in Economics and Political Science, McGill University: A study of the system of cabinet government in Canada and its provinces since 1867.

Dr. Gerald Sandford Graham, Assistant Professor of History, Queen's University, Kingston, Ontario: A study of the influence of sea power on the political history of Canada.

Mr. Eric Alfred Havelock, Associate Professor of Classics, Victoria College, University of Toronto: A book on the philosophy of Socrates, considered in its social and cultural context.

Dr. Arthur James Marshall Smith, Assistant Professor of English, Michigan State College: A critical and historical study of Canadian poetry.

1942

Dr. Simon Dworkin, Lecturer in Physiology, McGill University: The preparation of a monograph comparing the higher nervous activity of the dog, cat and rat.

Dr. Charles Leonard Huskins, Professor of Genetics, McGill University: A book on the synthesis of cytology and genetics of plants, animals and man.

Mr. Frank Hawkins Underhill, Professor of History, University of Toronto: A study of the career of the Canadian statesman, Edward Blake.

Mr. Arthur Sutherland Pigott Woodhouse, Professor of English, University of Toronto: A book to be entitled "Milton, His Mind and Art: An Essay in Synthesis."

1943

Dr. Samuel Delbert Clark, Lecturer in Sociology, University of Toronto: A study of the development of evangelical religious movements in Canada.

Mr. Eric Alfred Havelock, Associate Professor of Classics, Victoria College, University of Toronto: Continuation of the writing of a book on the philosophy of Socrates, considered in its social and cultural context. (Renewal)

Mr. Luc Lacourcière, Professor of French Language and Literature, Laval University, Quebec: Studies of French Canadian folk songs and folk-lore.

Mr. Donald Chalmers MacGregor, Assistant Professor of Economics, University of Toronto: Studies of the national income of Canada.

Dr. Hugh MacLennan, Head of Classics Department, Lower Canada College, Montreal: Creative writing in the field of fiction.

1944

Dr. Arthur Barker, Professor and Director of English Studies, Trinity College, University of Toronto: A historical survey of the criticism of John Milton in England and America.

Mr. Robert England, former Executive Secretary of the Canadian Government's General Advisory Committee on Demobilization and Rehabilitation: A study of problems of demobilization and civil re-establishment of war veterans in Canada, Great Britain, France, Germany and the United States.

Dr. Johannes F. K. Holtfreter, Rockefeller Foundation Fellow at McGill University: Investigation of the causal factors involved in the embryonic development of vertebrates.

Dr. Harold Amos Logan, Professor of Political Economy, University of Toronto: A study in the development of trade unionism, particularly as relating to Canada over the period 1919-43.

Dr. Sylvia L. Thrupp, Instructor in History, University of British Columbia: A study of the theoretical assumptions regarding social structure and the ethical teaching associated with this theory, in the writings of Albertus Magnus, St. Thomas Aquinas, and Duns Scotus.

1945

Dr. Johannes F. K. Holtfreter, Department of Genetics, McGill University: Continuation of investigations of the causal factors involved in the embryonic development of vertebrates (Renewal)

Mr. Louis Alexander MacKay, Associate Professor of Classics, University of British Columbia: A study of the structure and composition of Homer's Iliad.

Dr. Roger Yate Stanier, Penicillin production manager for Merck & Co., Ltd., Montreal: Studies on the nature, relationships and biological activities of bacteria, particularly of the myxobacteria.

Dr. Mabel Frances Timlin, Assistant Professor of Economics, University of Saskatchewan: A study of the development of welfare economics in the period following 1929.

1946

Dr. William Howard Barnes, Associate Professor of Chemistry, McGill University: A comparative study of X-ray diffraction methods for the determination of the structure of crystalline materials.

Dr. Bernard Boivin, Member of the Canadian Army; formerly Assistant in Botany, University of Montreal: The preparation of a monograph on the botanical genus *Lycopodium*.

Dr. Paul Antoine Giguère, Assistant Professor of Physical Chemistry, Laval University, Quebec: Investigation of the molecular structure of hydrogen peroxide by the spectroscopic method.

Mr. Roger Lemelin, Novelist, Quebec: Creative writing in the field of fiction.

1947

Dr. Alexander Joseph Denomy, Jr. Professor of the History of Comparative Literature, Pontifical Institute of Mediaeval Studies, Toronto, and Professor of French, University of Toronto: Studies of the mystical philosophy of Avicenna and its place in the medieval Christian world.

Mr. Roger Lemelin, Novelist, Quebec: Continuation of creative writing in the field of fiction. (Renewal)

Mr. Jack Nichols, Painter, Toronto: Creative work in painting.

Mr. Joseph Albert Ernest Rouleau, Associate Professor of Systematic Botany and Curator of the Herbarium, University of Montreal: Studies of the flora of Newfoundland.

Dr. John Sinclair Stevenson, Mining Engineer, British Columbia Department of Mines, Victoria, B.C.: A petrographic and mineralogical study of igneous rocks associated with some British Columbia Coast Range ore deposits.

1948

Dr. Charles Calvert Bayley, Professor of History, McGill University: A study of the consolidation of the College of Electors in Germany in the 14th century.

Dr. Pierre Dansereau, Director, Service de Biogéographie, University of Montreal: The preparation of a book on the taxonomy of vascular plants, emphasizing the mechanisms of evolution.

Dr. Paul Antoine Giguère, Professor of Physical Chemistry, Laval University, Quebec: Continuation of investigations of the molecular structure of hydrogen peroxide by the spectroscopic method. (Renewal)

Mr. George Vickers Haythorne, Economist, Department of Labour, Ottawa: A study of the conditions necessary for developing and maintaining full employment in Canadian agriculture.

Mr. Douglas Valentine Le Pan, Poet, and First Secretary, Office of the High Commissioner for Canada in the United Kingdom: Creative writing in the field of poetry.

Dr. Henri Prat, Professor of Plant Biology, University of Montreal: Comparative studies of the distribution and ecology of plants and animals on the Atlantic and Pacific Coasts of North America.

Dr. George Francis Gilman Stanley, Professor of Canadian History, University of British Columbia: A study of governmental policy toward the Canadian Indian.

1949

Dr. Earl Francis Beach, Professor of Commerce, McGill University: Studies in the field of mathematical economics, with special reference to Canada.

Dr. Robert MacGregor Dawson, Professor of Political Science, University of Toronto: A study of the relationship between the Cabinet Minister and his expert civil servants, based for the most part on biographical material and relating particularly to the government of Great Britain during the past fifty years.

Dr. Cyrias Ouellet, Professor of Physical Chemistry, Laval University, Quebec: Studies of the physico-chemical aspects of photosynthesis.

Dr. Malcolm Mackenzie Ross, Associate Professor of English, University of Manitoba, Winnipeg: A study of Christian symbolism in English poetry of the early 17th century.

Dr. Kenneth Meyer Setton, Professor of History, and Head of the Department, University of Manitoba, Winnipeg: The writing of a book on Athens in the Middle Ages.

1950

Professor Northrop Frye, Professor of English, Victoria College, University of Toronto. Studies of the structure of allegory in *The Faerie Queene*, and a study of the symbolism of Shakespearean comedy.

Dr. Jean Isabel Hubener, Scholar, Toronto: A study of German literary and scholarly publications during World War II and in the immediate post-war period which reflect trends of German thinking and discussion then and now.

Dr. Nicholas Polunin, Macdonald Professor of Botany, McGill University, Montreal. A book on Arctic botany.

Dr. Gregory Vlastos, Professor of Philosophy, Cornell University. A study of the development of the moral and political concepts of Greek democracy.

APPENDIX XII

THE SECRETARIAT AND FINANCES OF CERTAIN CANADIAN VOLUNTARY ORGANIZATIONS

A

The difficulties confronting many Canadian voluntary organizations were discussed in a letter dated November 6, 1950, from Professor Hunter Lewis, President of the Federation of Canadian Artists; the letter reads, in part, as follows:

"... Before replying to your questions, I should like to confirm, at least for the Federation of Canadian Artists, the impression which you say the Royal Commission has formed, namely, 'that many voluntary organizations are performing work of national importance with relatively restricted financial resources'.

This impression is distressingly true of our national organization. The question of paying a part-time secretary evokes the notorious Scylla and Charybdis. Without payment, it is both unjust to ask anyone, and, ordinarily, impossible to get anyone to perform the arduous duties that are required of a secretary. But when we pay for a secretary we have not sufficient funds for paper, printing and so on to perform the organizational and contact work, or to carry out the services for which a secretary is needed.

Last year the National Conference of the Federation of Canadian Artists decided to engage a part-time secretary. In consequence the National Executive finds itself this year in the position I have just described. To be exact, our position is worse than I have described, for we have voluntarily made more than usually heavy financial commitments. We felt last year that the appointment of the Royal Commission was an event of such historic, national

importance that we were duty bound to expend ourselves fully in any way that would help to make its hearings fruitful.

To that end, as you know, we undertook to stimulate across Canada the preparation of briefs both by our own regional and local branches and by all other appropriate organizations that we could reach. Even amongst organizations that were not likely to write briefs we spread information about the nature of the Royal Commission and encouraged study and discussion of our cultural needs and the situation of cultural activities in Canada.

The method we adopted was to send out five hundred mimeograph copies of the terms of reference of the Royal Commission, of our national brief, and of a letter to the recipients urging them to study our brief and the questions involved, and to submit briefs, or endorse some brief,—either some local one or our own. We distributed this material freely across Canada to (a) newspapers, (b) free-lance writers, (c) organizations for their own use, and (d) to organizations that we knew, for distribution to ones with which we were unacquainted. Although we are satisfied that this effort was one, both that we should make, and that was worth making, it has had seriously restricting effects on our subsequent activity; for it cost us over \$350.00 which we have been compelled to advance and borrow.

I mention this particular work here, not to call attention to it, in itself; but as an example of the kind of thing that the Federation could and should do, but is ordinarily prevented from doing by its restricted finances. For though, in this case, the present national executive actually did perform this work which it wished to do, it would not have felt justified, as an executive, in performing it at the price of violating its financial boundaries, had not the National Conference, in May, 1949, declared in favor of doing everything possible in this direction. And even with the executive's knowledge that its action is thus approved in principle by the conference, it still might very understandingly have refrained on grounds of cost; and it still has the responsibility of facing hampering financial difficulties it has created for itself.

The following information under symbols (a), (b), and (c) will answer your specific enquiries, and may be published if you consider it desirable to do so.

(a) The Federation of Canadian Artists was founded at a national conference in Kingston, Ontario, in 1941.

(b) The income of the National Headquarters of the F.C.A. this year (Sept. 1949-Sept. 1950) has been \$500.00. (Last year Mar. 1948-Mar. 1949) it was \$660.00. Average for two years: \$580.00.

The income of the National Headquarters is derived wholly from a fixed sum assigned to the National office from the fees paid by each Artist member and each Associate (layman) member.

All members of the Federation of Canadian Artists are members of regional or local branches whose basic membership fee is \$4.00. Of this fee \$1.00 is assigned to a subscription of *Canadian Art*, to whose support the Federation has committed itself; and \$1.00 is assigned to National Headquarters.

The revenue noted under Sec. (b) does not, however, by any means indicate our total membership; for we have two kinds of members from whom the National Headquarters derives no income, namely, Student members and the members of affiliated organizations. These two classes of members represent a total that approximates the total of the Artist and Associate members who do contribute to the National Headquarters revenue.

In an effort to make membership in the Federation available to students and other artists who cannot afford high fees, and to small and not very firmly established groups in more or less rural towns, the Federation set up a scale of fees and assigned percentages that is altruistic but not economically sound, and that has to be revised upward if the F.C.A. is to survive as a national organization. Unfortunately this necessity comes at a time when financial and economic conditions have resulted in a decline in membership.

(c) For the second time, and after an interval of several years, the F.C.A. has undertaken to pay its secretary a small annual honorarium. It has also provided \$200.00 a year for stenographic assistance. The total of these amounts is in no way commensurate with the secretarial work that we receive. If our arrangement with our secretary had been made on a business basis, rather than on one involving her personal devotion to the aims of the Federation, we should have had to pay from two to three times what we do. And if our general financial position would permit us to carry out the projects we have as objectives, we should have, as a minimum, fulltime work for an executive-secretary. When this was done the F.C.A. was on a curve of increasing membership. The collapse of this curve has left us in the financial straits that I mention elsewhere in this letter.

To further clarify the picture of our financial situation — and, I am sure, that of other voluntary national organizations of a similar nature — I must add that in addition to the outlay of \$350.00 for the brief we have, of course, been at considerable expense for such routine matters as mimeographing, printing, stationery, postage and so on; and that if we could have done more of the organizational and other kinds of work that require such outlays our organization would have profited by it.

In addition, we are confronted by the very important problem of holding next spring our constitutionally required National Conference. Originally, this conference was held annually, as it is still desirable that it should be; for I believe that such meetings are of the greatest importance in developing enthusiasm, and in promoting mutual understanding and co-operation between members and branches that are far removed from one another. Because, however, of the expense involved in travelling great distances, the conference has **now been** made biennial. But even yet, and in spite of a general recognition of the importance of these conferences, experience has shown us that unless we build up a fairly large travel-assistance fund, there will be few if any delegates from the more remote parts of the country—in this case from the East. Last year we held in Montreal a conference that was particularly stimulating because it was an unusually representative one. But all delegates who came from points west of Ontario (and I do not know how many from closer points) were enabled to come only by virtue of a travel-assistance fund. To build up such a fund from our ordinary revenue is impossible, and by its nature it is a difficult one for which to request donations. Last year's fund was, I believe, the unexpected gift of a single perceptive but anonymous donor. But gifts of that kind (of from \$500.00 to \$1,000.00) are not things that any organization can count upon; and it is most unfortunate that meetings as vital as annual conferences should be dependent upon them. As things stand at present anything that we spend above five or six hundred dollars has to be donated by individual officers, members or friends of the federation. And there is nothing for which it is more difficult to secure funds than the unspectacular business of maintaining an organization."

TABLE SHOWING THE SECRETARIAT AND THE FINANCES OF CERTAIN CANADIAN VOLUNTARY ORGANIZATIONS

Organization	Founded	Permanent Paid Secretary or Director	Part-Time Paid Secretary	Voluntary Secretary	Other Paid Permanent Staff	Paid-Part-Time Staff	Recent Annual Income or Budget
Académie canadienne-française	1944			2			\$ 105
Association canadienne des bibliothécaires de langue française	1943			1			1,350 (approx.)
Association canadienne des éducateurs de langue française	1948			1			6,500
Association canadienne-française d'éducation d'Ontario	1910	2			2		16,000-18,000
Association canadienne-française pour l'avancement des sciences	1923		1	1		1	7,700
Canada Foundation	1945	1					variable
Canadian Arts Council	1945			1		(casual help)	2,620
Canadian Association for Adult Education	1935	3	3		3		44,000
Canadian Citizenship Council	1940	3			2		40,000 (approx.)
Canadian Education Association	1891	2			4		32,000
Canadian Federation of University Women	1919					1	not given
Canadian Handicrafts Guild	1901					1	350 (approx.)
Canadian Historical Association	1922			2		(casual help)	1,700 (approx.)
Canadian Home and School and Parent-Teacher Federation	1927	1				1	7,500
Canadian Library Association	1946	1			5	4	33,776
Canadian Mathematical Congress	1945		1				21,555
Canadian Museums Association	1947			1			300 (approx.)
Canadian Music Council	1946			1			uncertain
Canadian Numismatic Association	1950			1			Membership Fees

TABLE SHOWING THE SECRETARIAT AND THE FINANCES OF CERTAIN CANADIAN VOLUNTARY ORGANIZATIONS
(Continued)

Organization	Founded	Permanent Paid Secretary or Director	Part-Time Paid Secretary	Voluntary Secretary	Other Paid Permanent Staff	Paid-Part- Time Staff	Recent Annual Income or Budget
Canadian Social Science Research Council	1940			1			27,500 (from Carnegie Corporation and Rockefeller Foundation) 8,000,
Canadian Writers' Foundation	1945		1				
Comité permanent de la survivance française en Amérique	1937	1	(services loaned)		1	(casual help)	15,000
Dominion Drama Festival	1932	2			1		30,000
Federated Women's Institutes of Canada	1900		1				4,500 (approx.)
Federation of Canadian Music Festivals	1949 (1924)			1			1,800 (National Organization only; budgets of local Festi- vals approximately \$150,000).
Humanities Research Council of Canada	1943			1			13,000 (from Carnegie Corporation, Rockefeller Foundation and Canadian Univ- ersities)

TABLE SHOWING THE SECRETARIAT AND THE FINANCES OF CERTAIN CANADIAN VOLUNTARY ORGANIZATIONS
(Continued)

Organization	Founded	Permanent Paid Secretary or Director	Part-Time Paid Secretary	Voluntary Secretary	Other Paid Permanent Staff	Paid-Part-Time Staff	Recent Annual Income or Budget
International Student Service of Canada	1922	1	1		1		23,000 (but variable)
Les amis de l'art	1942			1	9		6,000
Metal Arts Guild	1946			1			100 (approx.)
National Federation of Canadian University Students	1926		1				5,500
National Council of Women of Canada	1893	1		1			6,000 (approx.)
Royal Architectural Institute of Canada	1907	2		1			not given
Royal Astronomical Society of Canada	1890		1	1			9,000 (approx.)
Royal Canadian Academy of Arts	1880	1					7,000 (approx.)
Royal Canadian Institute	1849	2				(casual help)	12,801 (four year average)
Royal Society of Canada	1881	1		2		2	22,000
Sculptors Society of Canada	1928			1		(casual help)	866
Société canadienne d'enseignement postsecondaire	1946		1		1		variable
Société des écrivains canadiens	1936		1				2,500 (approx.)
Société canadienne d'histoire naturelle	1923		1	1	1	(casual help)	and variable 4,000 (approx.)
Société d'étude et de conférences	1933			1			and variable 1,000 (approx.)
United Nations Association in Canada	1946	1			1	2	20,000
Visites interprovinciales	1940	2	1			(casual help)	11,000

INDEX

Note: The figures in bold type refer to the pages containing the principal account of the subject indexed.

- ABEL, PROFESSOR WALTER, 414, (VII-7).
 ADVISORY ARTS COUNCIL, 79, 85, 316, 317.
 AGRICULTURAL INSTITUTE OF CANADA, Victoria & Islands Branch, 91.
 AGRICULTURE, DEPARTMENT OF, 89, 111, 114.
 AIRD COMMISSION, 24, 25, 28.
 AIRD REPORT, 24, 26, 279.
 ALBERTA FEDERATION OF HOME AND SCHOOL ASSOCIATIONS, 71, 72.
 ALCOCK, DR. F. J., 415, (VIII-1).
 AMERICAN FEDERATION OF MUSICIANS, 32.
 AMERICAN FOUNDATIONS, aid from, 13; resources of, 373, 420.
 AMERICAN INFLUENCES, 11-18.
 AMERICAN MUSEUM OF NATURAL HISTORY, 88.
 AMIS DE L'ART, LES, 71.
 ANTIQUARIAN AND NUMISMATIC SOCIETY OF MONTREAL, 128.
 AQUARIUM, NATIONAL, 92, 325, 326.
 ARCHITECTURE, **216-221**; urban population and increase in, 216; indifference to, 216, 217; in Sweden, 217; regional, 218; schools of, 218-219; and Federal Government, 219, 220; public competitions, 220.
 ARCHIVES, **111-122; 335-345**.
 LOCAL, 119-122; inadequate, 120; interest in private papers, 121.
 PUBLIC, museum collection of, 90; increased facilities needed, 112, 113; documentary holdings of, 115; suggested division of holdings, 115; responsibility for private documents, 116; appropriations of, 117; Board of Trustees suggested for, 118; services to public, 118, 119; need for trained staff, 119; building, 340; and microfilm, 342, 343; recommendations **339-345**.
 RECORDS, PRIVATE, papers of Ministers of the Crown, 115, 117; insecurity of, 116; accessibility of, 116, 117; need for information on, 117; responsibilities of Public Archives of Canada, 117; safeguards against abuse, 117, 118; Report on, by Royal Commission of 1912, 111-113.
 RECORDS, PUBLIC, **111-119; 335-339**;
 Federal, present state of, 113, 114; Federal, accessibility of, 114; Federal, in private hands, 115; Provincial, legislation on, 120; Provincial, safekeeping and accessibility of, 120; care and custody of, 335-339; recommendations, **337-338**.
 ARCHIVES DE FOLKLORE, 233.
 ARCHIVES OF THE QUEBEC SEMINARY, 116.
 ARCHIVIST, DOMINION, 111, 113, 114, 117, 123, 339ff., passim.
 ARCHIVISTS, PROVINCIAL, 120, 122.
 ART, see PAINTING.
 ART GALLERY OF TORONTO, 82 85, 211.
 ART GALLERIES, CANADIAN, see GALLERIES.
 ART INSTITUTE OF CHICAGO, 80.
 ARTS AND LETTERS, government aid to, 5.
 ARTIST AND THE WRITER IN CANADA, THE, **182-245**.
 ARTISTS, need for wider opportunities, 9; and C.B.C., 32; and private stations, 32.
 ARTS IN CANADA, 182.
 ARTS COUNCIL, recommended by voluntary societies, 76.
 ARTS COUNCIL OF GREAT BRITAIN, 75, 374, 375, 421, (XXV-3).
 ASSOCIATION CATHOLIQUE DE LA JEUNESSE CANADIENNE-FRANÇAISE, 70.
 AUSTRALIA, national scholarships, 155; federal aid to universities, 353-354.
 AUSTRALIAN BROADCASTING COMMISSION, 278-279.
 AUSTRALIAN BROADCASTING CONTROL BOARD, 278-279, 391.

- BALLET**, 76, **201-203**, 381.
- BIBLIOGRAPHIC CENTRE**, establishment of, 103-104; 329-331.
- BIBLIOTHÈQUE DES ENFANTS DE MONT-RÉAL**, 108.
- BLOCKED FUNDS**, Canadian, in Europe, 262.
- BOARDS OF TRADE**, on National Film Board, 57.
- BOOK OF THE MONTH**, 230-231.
- BOOK PUBLISHING**, 228-231; postage rates, 231; sales tax, 231; taxes and tariffs, 245.
- BOSTON MUSEUM OF FINE ARTS**, 80.
- BOTANICAL GARDEN, NATIONAL**, 91-92; 324-325.
- BRIEFS RECEIVED**, 423ff.
- BRITISH BROADCASTING CORPORATION**, television service, 43; 277-278.
- BRITISH COLUMBIA PARENT-TEACHER FEDERATION**, 109.
- BRITISH COUNCIL**, 149, 263, 375.
- BRITISH EMPIRE EXHIBITION**, 1924-25, 79.
- BRITISH IMPERIAL TRUST**, 51.
- BROADCASTING**, see **RADIO, TELEVISION, C.B.C.**
- BROADCAST MUSIC, INCORPORATED**, 188.
- BRYMNER, DR. DOUGLAS**, 11, 115.
- CABOT, JOHN**, 129.
- CALGARY ALLIED ARTS CENTRE**, organization of, 83.
- Canada Carries On*, 52.
- CANADA COUNCIL**, proposed composition, 378; information centre, 380; and scholarships, 379, 380.
- CANADA FOUNDATION**, 373.
- CANADIAN AND CATHOLIC CONFEDERATION OF LABOUR**, 30, 155.
- Canadian Art*, 85, 414, (VII-7).
- CANADIAN ARTS COUNCIL**, 182, 210.
- CANADIAN ASSOCIATION FOR ADULT EDUCATION**, and radio programmes, 34.
- CANADIAN ASSOCIATION OF BROADCASTERS**, revision of broadcasting legislation, 281-283; relations with Canadian Broadcasting Corporation, 283; 286; of British Columbia, 287; 386, 390, 391.
- CANADIAN AUTHORS ASSOCIATION**, 223, 227, 245.
- CANADIAN BALLET FESTIVAL ASSOCIATION**, 201.
- CANADIAN BROADCASTING ACT** 25, 283.
- CANADIAN BROADCASTING CORPORATION**, see also **RADIO, TELEVISION**; **23-49**; **276-305**; **384-406**.
- ADVISORY BODIES**, suggested, 31, 32.
- BOARD OF GOVERNORS**, constitution and policy, 25, 26; direction of television broadcasting, 44; powers questioned, 282; larger board recommended, 287; procedure of, 288; right of appeal from, recommended, 289; Chairman, 386, 387.
- BROADCASTING STATIONS**, 25.
- CANADIAN MUSIC**, 184, 187.
- COMMERCIAL OPERATIONS**, 34, 282, 290, 291, 293.
- CONTROL OF AIR CHANNELS**, 285.
- COVERAGE**, 26, 36, 298.
- CULTURAL RELATIONS ABROAD**, 255, 256.
- DEVELOPMENT OF CANADIAN TALENT**, 298, 299, 381.
- FINANCIAL PROBLEM**, 27, 293-295, 387, 399-401.
- FRENCH-SPEAKING CANADA**, comment on programmes, 29, 31, 36.
- INFORMATION SERVICE**, 41, 299.
- INTERNATIONAL SERVICE**, 366.
- LISTENER RESEARCH INADEQUATE**, 37.
- MUSICIANS**, Quebec, not aided by, 33.
- NATIONAL SERVICE**, 255, 256.
- NETWORKS**, Dominion, 26, 37; French, 26, 36, 37, 293, 297, 298; Trans-Canada, 26, 37.
- PROFESSIONAL MUSICIANS**, 189-190.
- PROGRAMMES**, 28-33, 34-36, 37, 38, 284, 285; received from abroad, 294.
- PUBLICITY AND INFORMATION**, 299-300.
- RECOMMENDATIONS**, **287-299**, **391**.
- REGULATORY BODY**, separate, 285-287, 391, 394.
- RELATIONS WITH PRIVATE STATIONS**, 26, 27, 290, 291; regulations, 291.
- SCHOOL BROADCASTS**, comments on, from National Advisory Council and others, 29, 30.
- TELEVISION POLICY**, 44, 45, 402.
- CANADIAN CATHOLIC CONFERENCE**, and humanities, 7, 30, 31, 140.
- CANADIAN CONGRESS OF LABOUR**, 155.
- CANADIAN DAILY NEWSPAPERS ASSOCIATION**, on facsimile, 63, 292.
- CANADIAN FILM INSTITUTE**, see **FILMS IN CANADA**.
- CANADIAN GOVERNMENT MOTION PICTURE BUREAU**, 51, 306.
- CANADIAN GROUP OF PAINTERS**, 208.
- CANADIAN HANDICRAFTS GUILD**, 94, 131, 236, 237.

- CANADIAN HISTORICAL ASSOCIATION, 117.
 CANADIAN HISTORICAL MUSEUM, proposal for, 115, 343.
 CANADIAN INSTITUTE OF INTERNATIONAL AFFAIRS, 71.
 CANADIAN JEWISH CONGRESS, 71.
 CANADIAN LIBRARY ASSOCIATION, and National Library, 102; services of, 102; on library services in Canada, 103, 108.
 CANADIAN MARCONI COMPANY, 24, 390.
 CANADIAN MUSEUMS ASSOCIATION, 95.
 CANADIAN MUSIC FESTIVALS, 70.
 CANADIAN REPERTORY THEATRE, Ottawa, 194.
 CANADIAN SOCIAL SCIENCE RESEARCH COUNCIL, 162, 251.
 CANADIAN WAR MUSEUMS, see MUSEUMS.
 CANADIAN WRITERS' COMMITTEE, 224, 225, 245.
 CANADIAN WRITERS' FOUNDATION, aided by Federal Government, 76.
 CARNEGIE CORPORATION, 50, 51, 84, 97; assistance to regional library services, 107, 149; grants in Canada, 436ff.
 CARR, Emily, 78.
 CENTRAL MORTGAGE AND HOUSING CORPORATION, 216.
 CERCELES DES FERMIÈRES DE LA PROVINCE DE QUÉBEC, 71, 235, 236.
 CHAMBERS OF COMMERCE, views on National Film Board, 57.
 CHAMBRE DE COMMERCE DE QUÉBEC, 131.
 CHÂTEAU DE RAMEZAY, 128.
 CHICAGO NATURAL HISTORY MUSEUM, 88.
Choc Des Idées, Le, 29, 30, 37, 74.
 CHURCH OF ENGLAND IN CANADA, on radio programmes, 31; on the humanities, 138.
 CHURCHES, briefs presented by, 30, 31, 71.
 CITIZENS' FORUM, 29, 30, 35, 37, 74.
 CIVIL SERVICE COMMISSION, 89.
 CLEVELAND MUSEUM OF ART, 80.
 COMITÉ PERMANENT DE LA SURVIVANCE FRANÇAISE EN AMÉRIQUE, 7.
 COMMERCIAL FIRMS, contributions of, to arts, letters and sciences, 73.
 COMMISSION OF APPOINTMENT, xvii.
 COMMUNITY ARTS COUNCILS, 68.
 COMMUNITY PLANNING, 220.
 COMMUNITY PLANNING ASSOCIATION OF CANADA, as charitable organization, 130, 216.
 COMPAGNONS DE ST-LAURENT, LES, 194, 197.
 COMPOSERS, AUTHORS AND PUBLISHERS ASSOCIATION OF CANADA, 187-188.
 CONCERT AGENCIES, 188, 189.
 CONCERT ARTISTS, Canadian, 188.
 CONCERT HALLS, 190, 191.
 CONCERT TOURS, American, 17, 184, 186, 188.
Confederation Debates, 1865, 119.
 COUNCIL FOR THE ARTS, LETTERS, HUMANITIES AND SOCIAL SCIENCES, recommended, **370-381**; as UNESCO National Commission, 376, 377.
 CREATIVE ARTS IN CANADA, 182-183.
 CROSBY, Mr. John, 494-495, (App. IX)
 CULTURAL EXCHANGES, 365-366.
 CULTURAL RELATIONS, Federal Government, 255-260; France, 264; Great Britain, 259, 263; United States, 265; voluntary societies, 254, 255.
 CURATORS, Museum, 98.
 DALHOUSIE UNIVERSITY, 166.
 DAVIES, Sir Walford, 414, (VI-3).
 DAWSON, G. M., 87.
 DECEW HOUSE, 128.
 DESIGN IN INDUSTRY (NATIONAL GALLERY), 80-81.
 DOCUMENTS, HISTORICAL, see ARCHIVES.
 DOMINION ARCHIVES, see ARCHIVES.
 DOMINION ARCHIVIST, see ARCHIVIST.
 DOUGHTY, Sir Arthur, 111, 115.
 DOMINION DRAMA FESTIVAL, 193, 195, 198, 200.
 DRAMA, see THEATRE.
 DUBERGER, Jacques, model of the City of Quebec, 115.
 EDUCATION, definition of, 6; principle of government aid to, 7-8.
 EDUCATIONAL EXCHANGES, 261-262.
Elgin Papers, 119.
 ELIOT, Mr. T. S., 49, 413 (III-4).
 EXHIBITION OF 1851, scholarships, 149.
 EXPERIMENTAL FARM, CENTRAL, Ottawa, 91.
 EXTERNAL AFFAIRS, 255-260; Press and Information Officers, 368-369.
 FACSIMILE, 63, 292-293.
 FEDERAL COMMUNICATIONS COMMISSION, licences for television, 44; policy of, 277; *F.C.C. Blue Book*, 277; control of programmes, 286.
 FEDERAL LIBRARIES, see LIBRARIES.
 FEDERATED WOMEN'S INSTITUTES OF CANADA, 67.

- FÉDÉRATION DES MOUVEMENTS DE JEUNESSE DU QUÉBEC, 71.
- FEDERATION OF CANADIAN ARTISTS, 85; and Customs regulations, 131; 208-209; 500 ff.
- FILMS IN CANADA, **50-59, 306-313**, 407-408.
- BOARDS OF TRADE AND CHAMBERS OF COMMERCE, views on National Film Board, 57.
- CUSTOMS REGULATIONS, 131.
- DOCUMENTARY FILMS, 50-51; 58-59. production of, 52, 57-58; information and procurement services, 53; distribution of, 54-55.
- FILM COUNCILS, constitution and relation to National Film Board, 54, 74.
- FILM LIBRARIES, provincial and local, 54.
- FRENCH LANGUAGE FILMS, 312-313.
- FRENCH-SPEAKING CANADA, need for documentary films, 56.
- NATIONAL FILM ACT, 1939, 51-52.
- NATIONAL FILM ACT, 1950, 306-307.
- NATIONAL FILM BOARD, 9; constitution and functions, 51-52, 313; distribution services, 52-55, 307-308; production services, 52-56, 309-313; co-operation with voluntary effort, 53; representations of voluntary societies on, 53-56; French language films, 56; future policy discussed, 57-58; and cultural relations abroad, 256-257, 261; recommendations, **306-313**; evaluation and procurement, 308-309; production for private companies, 311; research, 311-312; premises, 313; information abroad, 367-368; accounting, 407; and private broadcasters, 408.
- NATIONAL FILM SOCIETY, 51, 55; co-operation with National Film Board, 53; information and procurement services, 57; merged in Canadian Film Institute, 57.
- FIRST STATEMENT PRESS, 224.
- FISCAL RESTRAINTS, 244-245.
- FOLKLORE, 88, 232-234.
- FOLK-MUSIC, 188, 191, 233.
- FORT ANNE (Annapolis Royal), 124.
- FORT GIBRALTAR, 126.
- FORT HENRY (Kingston), 124.
- FORT LENNOX (Quebec), 124.
- FORT WELLINGTON (Prescott), 124.
- GALLERIES, **77-86; 314-318**.
LOCAL, lack of adequate buildings, 78, 83; support of, locally, 81; limited funds, 82; exhibitions, 82-85; lack of trained staff, 83, 85.
- NATIONAL GALLERY, see also DESIGN IN INDUSTRY.
C.B.C. talks, 29; history of, 77; representations of voluntary societies, 77, 83, 86; Board of Trustees, 77, 85; functions of, 77-79; reproductions of, 78; collections of, 78; loans and exhibitions, 78-79, 83-86; need of new building, 79; need of funds, 80; need of increased staff, 80; purchase of Canadian paintings, 85; help in training curators, 85; proposals for decentralization of, 86; extension services, 314-316; recommendations, **314-318**; relationship to Government, 317.
- GALLERIES AND MUSEUMS, CANADIAN, Miers and Markham, Report by, 97 ff.
- GEOGRAPHY AND CANADIAN CULTURE, 11-18, 273.
- GEOLOGICAL SURVEY OF CANADA, 87-88.
- GOVERNMENT FILM COMMISSIONER, 51, 306, 307, 313.
- GRADUATE STUDY, schools of, 15.
- GRIERSON, Mr. John, 51.
- GROUP OF SEVEN, 204, 205.
- GUGGENHEIM FOUNDATION, post-graduate scholarships, 149; Canadian Fellows since 1940, 497 (App. II).
- HALEY, Sir William, 412 (III, Television—2).
- HALIFAX CITADEL, 350.
- HALIFAX MECHANICS INSTITUTE, 92.
- HANDICRAFTS, 54, **235-238**; and National Research Council, 237.
- HARVARD UNIVERSITY LIBRARY, 103.
- HEATON, Mr. H., 417 (XIV-18)
- HERBARIUM, 89.
- HISTORIC MONUMENTS, See Historic Sites and Monuments.
- HISTORICAL MANUSCRIPTS, Survey of, 342.
- HISTORICAL MANUSCRIPTS COMMISSION, recommended by Canadian Historical Association, 117.
- HISTORICAL MUSEUM, see MUSEUMS.
- HISTORICAL AND SCIENTIFIC SOCIETY OF MANITOBA, 122, 128.
- HISTORICAL SOCIETIES, manuscript collections of, 122, 234.
- HISTORICAL SOCIETY OF THE SAGUENAY, 95.

- HISTORIC SITES AND MONUMENTS**, 123-129; restoration and preservation of buildings, 124; views of Historical Societies and others, 125-129; number of unmarked sites, 125, 126; location of markers, 126; prehistoric, 127; Newfoundland, 129; recommendations, 346-351.
- HISTORIC SITES AND MONUMENTS BOARD OF CANADA**, 123-126, 129; selection of sites, 125, 126; neglect of non-military monuments, 127-128; suggestion for preservation rather than marking of, 127, 128; recommendations, 346-351.
- HUDSON'S BAY COMPANY** (Winnipeg), museum of, 95.
- HUMANITIES**, plight of, 136; changed character of, 138; salary scales compared with sciences, 139, 140; and scientific training, 150; and the Sciences, 157; and the Social Sciences, 159-168; in the universities, 162; and the teaching profession, 162; research in, 162, 163; Canadian culture, 166, 167; proposals to assist, 167-168.
- HUMANITIES ASSOCIATION OF CANADA**, 67.
- HUMANITIES RESEARCH COUNCIL**, 150.
- Idées en Marche, Les*, 29, 30, 37, 74.
- IMPERIAL ORDER, DAUGHTERS OF THE EMPIRE**, 67, 109.
- INCOME TAX**, 244, 245.
- INDIAN AFFAIRS BRANCH**, 242.
- INDIAN ARTS AND CRAFTS**, 239-245.
- INDIAN ART**, sold abroad, 94.
- INDUSTRIAL DESIGN**, see **DESIGN IN INDUSTRY**.
- INFORMATION ABROAD**, recommendations, 365-369.
- INFORMATION SERVICE**, use of films in, 52; Department of External Affairs, 257; France, 259; United States, 259; Australia, 265.
- INSTITUT BOTANIQUE DE L'UNIVERSITÉ DE MONTRÉAL**, 91.
- INSTITUT CANADIEN DE QUÉBEC**, established 1842, 67.
- INSTITUTE OF PROFESSIONAL TOWN PLANNERS**, 216.
- INTERNATIONAL CONFERENCES**, tax exemptions, 266.
- INTERNATIONAL SERVICE OF THE C.B.C.**, 366.
- JAMES, Dr. F. Cyril**, 417 (XII-3).
- JARDIN BOTANIQUE DE MONTRÉAL**, Le, 91.
- JEFFREYS, Mr. C. W.**, 416 (XI-3).
- JEUNESSES MUSICALES, Les**, 71.
- JUDICIAL COMMITTEE OF THE PRIVY COUNCIL**, 24.
- JUNIOR BOARDS OF TRADE**, 53.
- JUSTICE, DEPARTMENT of**, 114.
- KEYNES, Lord**, quoted, 374-375.
- KING'S PRINTER, and National Library**, 333.
- KIPLING, Rudyard**, quoted, 157.
- KIRKE, David**, 129.
- KIWANIS CLUBS**, 53.
- LAVAL UNIVERSITY**, 93, 155.
- LEARNED SOCIETIES**, finances of, 164.
- LIBRARIES**,
 CHILDREN'S inadequate, 108.
 FEDERAL, 101-110; 327-334.
 LOCAL, 22, 105-110; functions of, 106; variety of, 106; plans for regional libraries, 107, 108; trained librarians, need for, 108; extended services, need for, 108; request for federal aid to, 109.
 NATIONAL LIBRARY, need for, 101-103; building, 104; acquisition policy suggested, 105; recommendations, 330-334; and the King's Printer, 333; and microfilm, 333; and UNESCO, 334.
 NATIONAL LIBRARY ADVISORY COMMITTEE, 103, 109.
- LIBRARIANS**, 20; professional, on National Library, 105; training, 108; professional, needed in regional libraries, 108.
- LIBRARY OF CONGRESS**, 103.
- LIBRARY OF PARLIAMENT**, relations with future National Library, 102; inadequate space, 104; recommendations, 327-329.
- LIBRARY SERVICES**, inadequate in Canada, 106-107.
- LISMER, Mr. Arthur**, 205.
- LITERATURE**, in Canada, 222-227; and American influence, 225, 226; and the C.B.C., 227; national, 222, 223.
- LOCAL GALLERIES**, see **GALLERIES**.
- LOCAL LIBRARIES**, see **LIBRARIES**.
- LOGAN, Sir William**, 87.
- LONDON ART MUSEUM**, 82.
- LOUISBURG, Fortress of**, 124.
- LOWER FORT GARRY**, 128.

- MACMILLAN, Sir Ernest, 418.
- MACMILLAN, SIR ERNEST, FINE ARTS CLUBS, 70.
- MAGAZINES, American, 17.
- MARCHBANKS, Samuel, 192.
- Maritime Art*, 414 (VII-7)
- MARKHAM, Mr. S. F., M.P., 97ff.
- MASS MEDIA, 19-65.
- MATHEMATICS, 67.
- MCGILL UNIVERSITY, 134.
- MICROFILM, Service of Canadian Library Association, 102; policy of Bibliographic Centre, 103-104; used by National Library, 105.
- MIDDLETON, Major-General Sir Frederick Dobson, 127.
- MIERS, Sir Henry, 97ff.
- MINISTERIAL ASSOCIATION OF GREATER WINNIPEG, 35.
- MONTCALM, MARQUIS Louis de, 119.
- MONTREAL MUSEUM OF THE FINE ARTS, 84, 130-131.
- MORRICE, James W., 78.
- MUSEUMS, 87-100, 319-326.
- CANADIAN MUSEUMS AND GALLERIES, listed, 485ff.
- CANADIAN MUSEUM OF HISTORY, need of, 90; proposed, 323-324.
- CANADIAN MUSEUM OF SCIENCE, need of, 91; proposed, 324.
- CANADIAN MUSEUMS, Carnegie Foundation, Report on, 1932, 97ff.
- CANADIAN WAR MUSEUM, 90, 323-324.
- LOCAL, 92-100; history of, 92-93; little information on, 92; loss of museum material, 93-95; need of buildings, 94-95; need of expert advice, 96, need of trained curators, 95; precarious existence of, 92-93; public indifference to, 93-94.
- NATIONAL MUSEUM, 12; history, 87; limited funds, 88; premises inadequate, 88; status and functions, 87-92; historical collections, 90; services requested by local museums, 96; recommendations 319-326.
- MUSIC IN CANADA, 184-191; church, 19, 21-22; musical festivals, 72, 184, 185; folk songs, 87; increased interest, 184; and the C.B.C. 184-191, passim; composition, 185-187; International Service of C.B.C. 187; library of, 187; publication, 187; and National Film Board, 187, 191; professional musicians, loss of, 190; impediments to, 190; recordings in Canada, 191; scholarships, 191; symphony orchestras, 184; concentration of talent, 190; musical instruments, tariffs on, 246; recommendations on, 381.
- NATIONAL ADVISORY COUNCIL, on school broadcasting, 29.
- NATIONAL AQUARIUM, need of 92; 325-326.
- NATIONAL BOTANICAL GARDEN, need of, 91, 92; 324-325.
- NATIONAL CONFERENCE OF CANADIAN UNIVERSITIES, museum of science, recommended by, 91, 133; 140ff., passim.
- NATIONAL COUNCIL OF WOMEN, 71.
- NATIONAL DEFENCE, DEPARTMENT OF, 124, 350.
- NATIONAL FARM RADIO FORUM, 29, 30, 37, 74.
- NATIONAL FILM ACT, FILM BOARD, FILM SOCIETY, see FILMS IN CANADA.
- NATIONAL FILM BOARD, see FILMS IN CANADA.
- NATIONAL GALLERY, see GALLERIES.
- NATIONAL LIBRARY, see LIBRARIES.
- NATIONAL MUSEUMS, see MUSEUMS.
- NATIONAL PARKS SERVICE, 123, 124, 125, 346, 350.
- NATIONAL RESEARCH COUNCIL, museum collection, 91; 173-175; 178-180.
- NEW BRUNSWICK MUSEUM, 109, 122.
- NEWFOUNDLAND, folk songs and dances, 88; taxes on books, 245; historic sites, 129, 346.
- NEWSPAPER PRESS, 60-65; Great Britain, Royal Commission on, 62.
- NEWSPAPER CIRCULATION IN CANADA, 60.
- NEWSPAPERS, news treatment, 61; national press, 61; press agencies, 62; foreign news, 62; French Canada, 63; and Canadian Arts and Letters, 63; Canadian Daily Newspapers Association, 63.
- NEW WESTMINSTER ARTS COMMITTEE, 68.
- NEW YORK PUBLIC LIBRARY, 103.
- NICOL, Pegi, 78.
- NIEBUHR, Dr. R., 420 (XVI-3).
- NORTHERN ONTARIO ART ASSOCIATION, 74.
- NORTHWEST COMPANY, 116.
- NUFFIELD SCHOLARSHIPS, 149.
- NUMISMATISTS, 90.

- ONTARIO HISTORICAL SOCIETY, 68.
- OPERA, IN CANADA, 184.
- ORCHESTRE SYMPHONIQUE DES JEUNES DE MONTRÉAL, 71.
- ORDER IN COUNCIL, P.C. 1786, April 8, 1949, xi.
- ORGANISTS, IN CANADA, 19, 21, 22.
- OVERSTREET, Mr. H. A., quoted, 397, 398.
- PAINTERS, Canadian, 11, 12; problems of, 207-211.
- PAINTING, see also GALLERIES; Canadian, 78, 79, 81, 82, 85, 90, 204-211; Canadian, abroad, 207; children's classes in, 84; and National Film Board, 211.
- PAINTINGS, CANADIAN WAR, 316.
- PELLAN, Mr. Alfred, 206, 208.
- PERIODICAL LITERATURE, 60-65; Canadian and American, 17, 18; circulation in Canada, 60; from United States, 64; tariff on paper, 64; non-profit, 65.
- PHILADELPHIA MUSEUM OF ART, 80.
- PHILOSOPHY IN CANADA, 160.
- PICTURES, preservation of 315, 316.
- POOLEY, Sir Ernest, 375.
- PORT ROYAL HABITATION, Nova Scotia, 124.
- PRIVATE STATIONS, see RADIO, TELEVISION, C.B.C..
- PRIVY COUNCIL COMMITTEE ON SCIENTIFIC AND INDUSTRIAL RESEARCH, 178-179.
- PROFESSIONAL INSTITUTE OF THE CIVIL SERVICE OF CANADA, 91, 156.
- PROFESSIONAL MEN, loss to the United States, 14.
- PSYCHOLOGY IN CANADA, 160.
- PUBLIC AFFAIRS INSTITUTE OF VANCOUVER, 71.
- PUBLIC ARCHIVES OF CANADA, see ARCHIVES.
- PUBLIC PRINTING AND STATIONERY, DEPARTMENT OF, 408.
- PUBLIC RECORDS OF CANADA, see ARCHIVES.
- QUEBEC HISTORICAL SOCIETY, 129.
- RADIO, see also CANADIAN ASSOCIATION OF BROADCASTERS, CANADIAN BROADCASTING CORPORATION.
- RADIO, 23-41, 276-300, 384-401.
- ADVERTISING, 387-388.
- AIR CHANNELS, control of, 276, 285-286.
- AIRD COMMISSION, 24-25, 28.
- AIRD REPORT, 279.
- AMERICAN PROGRAMMES, 385.
- ARTISTS, 32.
- CANADIAN MARCONI COMPANY, 24, 390.
- COMMERCIAL, 24, 26, 34-36, 277-288.
- CONTROL AND DIRECTION OF, 285-293, 384ff.
- COURT OF APPEAL, 288-289, 386.
- DEVELOPMENT OF CANADIAN TALENT, 298-299.
- EDUCATION AND NATIONAL UNITY, 284.
- FEDERAL COMMUNICATIONS COMMISSION, (U.S.), 388-389.
- FINANCIAL PROBLEM, 293-295.
- FRENCH NETWORK, 27, 297-298.
- FRENCH LANGUAGE STATIONS, coverage and programmes, 297-298.
- FRENCH-SPEAKING CANADA, comments on radio programmes, 29, 31, 36.
- INDEPENDENT REGULATORY BODY. 285ff., 391ff.
- IN OTHER COUNTRIES, Australia, 278-279; France, 25, 278-279; Great Britain, 25, 27, 277-279; United States, 23-25, 27-28, 277, 279, 291; educational programmes in United States, 388-390.
- LICENCES, issued by state, 276; licence fees, 293-296.
- NATIONAL ADVERTISING, 290-291.
- NATIONAL SYSTEM, provided by legislation, 24; contribution to national unity and education, 24, 28; problem of coverage, 25, 26, 27; result of improvisation, 27; and private stations, 27; views of voluntary societies on, 28-36; contribution to education, 36; history and purposes of, 279, 280; contributions to Canadian unity, culture, education, 280, 281, 299-300; position of private stations in, 281-284; principle of, maintained, 283-286, 300; principle of, recommended, 287; licence fee, 294.
- NEW YORK CITY, 27.
- OVERSTREET, H. A., 387, 396-398.
- NOT A PRIVATE INDUSTRY, 283-284.
- PRIVATE NETWORKS, 287-288.
- PRIVATE STATIONS, increase in number, 26; in national system, 26-27, 281, 284, 285, 288; broadcasting legislation, ask revision of, 27, 50,

- 281-283, 290-291; programmes, 33-34, 38-40; community services, 33-34, 281; and music, 190; prosperity, 281, 282; status of, 283, 284; network privileges, 287; security of tenure, 289-290; security of tenure recommended, 289, 290. local advertising, 290; control of by newspapers, 292; private broadcasters, 384-385; profits, 387.
- PROGRAMMES, received from abroad, 24; survey of talent, 25; test of national system, 25; C.B.C., character of, 28-33, 34-36, 37-38; private stations, 33-34, 38-40; Newfoundland, special broadcast, 38; in the national interest, 295-297; recommendations, 297.
- PURPOSES OF, 276-277.
- RECOMMENDATIONS, Board of Governors, C.B.C., 287; control of national broadcasting system, 287; networks, private stations, 288; C.B.C. control of networks, 288; Board of Governors, C.B.C. appeal from, 289; procedure, 289; security of tenure, private stations, 289-290; on commercial activities 290; 291; regulations, 291, 292; licence fee, 295; parliamentary grant, 295; programmes, 297, 298; French networks, 297, 298; national advisory councils, 297, 299; development of Canadian talent, 299; on information service, 299.
- REGULATORY BODY, separate, 285-287; 385.
- REGULATIONS, revision of, 291-292.
- SELDES, Mr. Gilbert, quoted, 397-398.
- SOLUTION TO PROBLEM OF ISOLATION, 23.
- and Television*, Mr. John Crosby, 494.
- WALLER, Miss Judith C., quoted, 388, 398.
- RAILWAYS, Canadian, expression of national policy, 24.
- RECORDS, PRIVATE AND PUBLIC, see ARCHIVES.
- RESEARCH, in science and humanities, 159; fundamental, basic and applied, 169-170.
- Réveil Rural*, 29, 30.
- RHODES SCHOLARSHIPS, 149.
- ROCKEFELLER FOUNDATION, 50-51, 149; grants in Canada, 440ff.
- ROSS HOUSE, (Winnipeg), 128.
- ROYAL ARCHITECTURAL INSTITUTE OF CANADA, 127, 216.
- ROYAL ASTRONOMICAL SOCIETY, 70.
- ROYAL CANADIAN ACADEMY OF THE ARTS, 67; and National Gallery, 84.
- ROYAL CANADIAN INSTITUTE, 67.
- ROYAL COMMISSION OF 1912 ON PUBLIC RECORDS, investigation and report, 111-114.
- ROYAL COMMISSION ON NATIONAL DEVELOPMENT IN THE ARTS, LETTERS AND SCIENCES, Terms of Reference, xi, 50; duties of, 3-4; methods of procedure, 8-9; briefs submitted to, 423ff; public sessions of, 433; special committees, 434; special studies prepared for, 434.
- ROYAL COMMISSION ON THE PRESS (Great Britain, 1947-49) 60-61, 413 (V-2).
- ROYAL ONTARIO MUSEUM, 93, 96.
- ROYAL SOCIETY OF CANADA, 67; aided by Federal Government, 76; 91.
- RUSSELL SAGE FOUNDATION, 420, (Introduction, n.2).
- SADLER'S WELLS BALLET COMPANY, 201.
- SAINT JOHN MUSEUM, 93.
- SASKATOON ARCHAEOLOGICAL SOCIETY, 123.
- SASKATCHEWAN, scholarships for library training, 108.
- SASKATCHEWAN LIBRARY ASSOCIATION, 109.
- SCHOLARLY WORK IN CANADA, 157-181; language difficulty, 161; publication, 164 165; in universities, concentration of, 163, 164.
- SCHOLARSHIPS NATIONAL, 144-156; 356-363; American, granted to Canadians, 13, 14; offered by voluntary organizations, 70; donated by commercial firms, 73; and Terms of Reference, 144; Canada and Great Britain compared, 145; United States, 145; and Canadian constitution, 145; post-graduate, 146-150; post-graduate, Department of Health and Welfare, 147; post-graduate, National Research Council, 146, 147; post-graduate, Provincial Governments, 147; post-graduate, voluntary societies, 148; post graduate, for study in France, 149; post-graduate, for study in Great Britain, 149; and the

- creative artist, 150; undergraduate, Australia, 153; undergraduate, France, 153; undergraduate, Great Britain, 153; undergraduate, Provincial Departments of Education, 154; undergraduate, National Conference of Canadian Universities, 154, 155; undergraduate, Trades and Labour Congress, 155; undergraduate, Canadian and Catholic Confederation of Labour, 155; undergraduate, Canadian Congress of Labour, 155; undergraduate, and the constitution, 156; undergraduate, Professional Institute of the Civil Service of Canada, 156; and National Research Council, 174; and university fees, 357; post-graduate, in the natural sciences, 357-358; post-graduate, humanities, the social sciences and law, 358, 359; and Canada Fellowships, 359; post-graduate, exchange scholarships with countries abroad, 360; undergraduate, 360-363; in the creative arts and related fields, 363; recommendations, **356-363**.
- SCIENCE MUSEUM, see MUSEUMS.
- SCIENTIFIC RESEARCH IN CANADA, **168-181**; principal agencies in Canada, 170-177; expenditure, Canada, 170; expenditure, Great Britain 170; expenditure, United States, 170; industries, 170, 171; Provincial Governments, 171, 172; Federal Government, 172-175; recommendations, **364**.
- SCIENTIFIC RESEARCH IN UNIVERSITIES, 175-177.
- SCIENTIFIC WORK IN CANADA, nature and quality, 177, 178.
- SCIENTIFIC RESEARCH, the problem of co-ordination, 178-181; and the Federal Government, 364.
- SCIENTIST AND THE HUMANIST, THE, 151-159.
- SCULPTURE, 85, **212-215**; and Capital Plan, 214.
- SCULPTORS' SOCIETY OF CANADA, 211, 212, 214, 215.
- SELDES, Mr. Gilbert, quoted 277, 398, 403, 421 (XVIII-1).
- SELWYN, Alfred R. C., 87.
- SIEPMANN, Dr. Charles A., 412 (III-10); Canadian Broadcasting, Report on, (App. VI), pp. 443ff.
- SILLERY HOUSE, 128.
- SMITHSONIAN INSTITUTE, 88.
- SOCIAL SCIENTIST, THE, 158.
- SOCIAL SCIENCES IN CANADA, 160; research in, 165, 166.
- SOCIÉTÉ L'ASSOMPTION, 148.
- SOCIÉTÉ DES ECRIVAINS CANADIENS, 17, 31, 223, 224.
- SOCIÉTÉ D'ÉTUDE ET DE CONFÉRENCES, 70.
- SOCIÉTÉ DE GÉOGRAPHIE DE MONTRÉAL, national map collection, suggested by, 105.
- SOCIÉTÉ CANADIENNE D'HISTOIRE NATURELLE ET SES FILIALES, 72, 73, 91; national zoological garden, recommended by, 92.
- SOCIÉTÉ HISTORIQUE DE QUÉBEC, 72.
- SOCIÉTÉ SAINT-JEAN-BAPTISTE DE MONTRÉAL, 67, 148.
- STUDENT VETERANS OF THE UNIVERSITY OF BRITISH COLUMBIA, 149.
- SYMPHONY ORCHESTRAS, assisted by C.B.C., 32, 33; dependent on outside aid, 76; 184; and Canadian music, 185.
- TARIFF BARRIERS, scientific and cultural exhibitions, 131; books, 245.
- TATE GALLERY, 79.
- TEACHER TRAINING, in the United States, 16.
- TELEVISION, **42-49; 301-305; 402-406**.
ABROAD, in Brazil, 43; Cuba, 43; Denmark, 43; France, 43, 48; Great Britain, 43; Holland, 43; Italy, 43; Mexico, 43; Russia, 43; Switzerland, 43; the United Kingdom, 43, 47, 48; the United States, 43, 44, 46, 47.
- CHARACTERISTICS AND SIGNIFICANCE OF 42, 301.
- COLOUR, 46.
- COMMERCIAL, 43.
- COSTS, 302; 403; Canada, 44, 45, 46; United States 45.
- EDUCATION, 404, 405.
- FINANCES, 303, 304.
- NATIONAL FILM BOARD, 305.
- NATIONAL SYSTEM, recommended, 301, 302.
- POSSIBILITIES OF, in Canada, 48, 49.
- PRESENT POLICY, 44, 45, 302.
- PRINCIPLES OF CONTROL, 302, 303; 402ff.
- PRIVATE STATIONS, 44, 45, 301.
- PRODUCTION CENTRES, proposed, 44.
- PROGRAMMES, 301, 304, 305, 430ff; character of abroad, 46-48; recommendations on, 305.

- RECEIVING LICENCES, 405, 406.
 STATION LICENCES, 405.
 VOLUNTARY SOCIETIES, views of, 49.
 TERMS OF REFERENCE, xi, ff.
 TEXT BOOKS, from United States, 16.
 THEATRE, THE, IN CANADA, **192-200**; and the Canadian Broadcasting Corporation, 193, 194; lack of, 196, 197, 203; national, 193, 197, 198, 199; training, 193.
 TOLEDO MUSEUM OF ART, 80.
 TORONTO PUBLIC LIBRARY, 104.
 TOTEM POLES, 94.
 TOWN PLANNING, 216-221; school of, 219.
 TRADES AND LABOUR CONGRESS, 155.
 TRAVEL BUREAU, Canadian Government, 260.
- UNESCO, **246-252, 372-377**; projects, 246-247; criticisms of, 247-48; achievements of, 248; constitution, article VII, 251; and Department of External Affairs, 259-260; national commission, 250-252; recommendations for, **372-373, 375-377**.
- UNITED CHURCH OF CANADA, 31.
 UNITED EMPIRE LOYALISTS, 4.
 UNITED NATIONS ASSOCIATION IN CANADA, 76.
 UNIVERSITIES, **132-143, 352-355**.
 AID TO UNIVERSITIES, 352-355; federal aid in Australia, 353-354; federal aid in Great Britain, 353.
 ARMED FORCES, 135.
 CENTRE FOR LOCAL ACTIVITIES, 133-134.
 CIVIL SERVICE, 135.
 DEFENCE RESEARCH, 135.
 EXPENDITURES, 142.
 FEDERAL AID TO, 495; recommendations, **352-355**.
 FINANCIAL CRISIS, 140-143, 352.
 HOSPITALITY OF, 9.
 and the HUMANITIES, 136-140.
 LIBRARIES, of, 103, 139.
 NATIONAL CONFERENCE OF CANADIAN UNIVERSITIES, 132.
 in the NATIONAL SERVICE, 134-135.
 PLACE IN CANADIAN LIFE, 133.
 PROFESSIONAL SCHOOLS, 354.
 RISING COSTS, 141-142.
 SCIENTIFIC RESEARCH, 136.
 STUDENT BODY, 142-143.
 TERMS OF REFERENCE, 132.
- UNIVERSITY OF ALBERTA, Extension Department, 51.
- UNIVERSITY OF BRITISH COLUMBIA, 93;
 Student Veterans, 149.
 UNIVERSITY OF MONTREAL, 134.
 UNIVERSITY OF NEW BRUNSWICK, 167-168.
 UNIVERSITY OF TORONTO, 93, 134.
 UNIVERSITY OF TORONTO PRESS, 165.
 UNIVERSITY OF WESTERN ONTARIO, 93.
- VETERANS AFFAIRS, DEPARTMENT OF, 151, 152.
- VOCATIONAL TRAINING ACT, 150-152.
- VOLUNTARY ORGANIZATIONS, **66-76**; representations of, 10; problems of distance, 12; help schools to purchase radios, 29; co-operation with National Film Board, 53-54; views on films and national radio, 58; contributions of, 66, 67, 69-76; significance in democracy, 67, 73ff; relations to governments, federal and provincial, 67, 74-76; historic and geographic influences, 67-69; limited resources, 69; types of organization, 69; problem of two languages, 72; in Great Britain, 73, 75-76; effects on, of geography and the constitution, 74; recommend Arts Council for Canada, 76; representations on National Gallery, 77, 83-86; representations on local museums, 93-95; representations on National Museum, 96-97; on National Library, 105; on federal aid to libraries, 109, 110; representations on public archives, 120; on Historic Sites and Monuments Board, 125-129; physical restrictions, 130; gifts to, 131; inadequate finances, 372; secretariat and finances, 500ff.
- WALLER, Miss Judith C., quoted 388, 398.
- WAR MEMORIALS, taxes on, 244.
- WAR MUSEUM, see MUSEUMS.
- Wednesday Night*, 29, 37, 187, 296, 300.
- WEST VANCOUVER COMMUNITY ASSOCIATION, 68.
- WESTERN CANADA ART CIRCUIT, 82, 83.
- WESTERN STAGE SOCIETY, 194.
- WINNIPEG MUSICIANS' ASSOCIATION, 32, 190.
- WOMEN'S INSTITUTES, 72.
- WOOD-CARVING, 72.
- WORCESTER ART MUSEUM, 80.
- World in Action*, 52.

INDEX

517

- | | |
|--|------------------------------------|
| YORK-SUNBURY HISTORICAL SOCIETY, 95. | ZOOLOGICAL GARDENS, National, need |
| YOUNG MEN'S CHRISTIAN ASSOCIATION, 70. | of, 92; recommendations, 324-326. |
| YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 70. | |

GOVT PUBNS.

CBC HISTORICAL SECTION

The Royal Commission on National Development in the Arts, Letters and Sciences was established by Privy Council Order on April 8, 1949. The Commission was instructed to examine and to make recommendations upon the principles which should govern broadcasting and television policies in Canada, and upon certain agencies of the Government, including the National Film Board, the National Gallery, the National Museum, the Public Archives and the Library of Parliament. The Commission was also to make recommendations concerning aid to research in Canada, including scholarships, and the eventual scope of the National Library, Canada's relations with UNESCO, and the relationship of the Government of Canada with various national voluntary bodies, were also matters for review by the Commission.

This volume contains the Report of the Royal Commission. Part I of the Report consists of a survey of the many and varied subjects which the Commission had under review. Part II, also included in this volume, presents the recommendations of the Commission, 146 in all, under eight principal headings: *Broadcasting and Television; National Film Board; Federal Institutions; Aid to Universities; National Scholarships; Scientific Research under the Federal Government; Information Abroad; a Council for the Arts, Letters, Humanities and Social Sciences.*

During the course of its two-year inquiry, the Commission held 114 public hearings throughout Canada at which some twelve hundred witnesses appeared. The Commission received 462 formal submissions, and many hundreds of letters from Canadian citizens.

A companion volume to this Report, entitled *Royal Commission Studies*, contains twenty-eight essays prepared by Canadians eminent in many of the subjects relevant to the broad scope of the Royal Commission's inquiry.

